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ABSTRACT

This 1968 report synthesizes information obtained by the Governor's Study Commission on the Public School System of North Carolina, during their comprehensive 1-year study to determine the most suitable means for providing full educational opportunity for the children of North Carolina. Public hearings and research conducted by the commission, its professional staff, and nine citizen advisory committes, provide the basis for specific findings and recommendations concerning the following topics of educational concern: (1) curriculum development and improvement; (2) early childhood, vocational, and specific education; (3) educational materials; (4) educational research; (5) extended school year; (6) organizational structure; (7) teacher recruitment, utilization, compensation, and preparation; (8) auxiliary services; and (9) educational finance. The report summarizes key recommendations and priorities, and contains a chapter-by-chapter analysis of specific legislative action required to implement the commission's recommendations. (JH)

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THE REPORT OF THE GOVERNOR'S STUDY COMMISSION ON THE PUBLIC SCHOOL SYSTEM OF NORTH CAROLINA

"A Child Well Taught!"

EA 002 468

Raleigh, North Carolina
1968

The Report of the Governor's Study Commission
on the
Public School System of North Carolina

"A Child Well Taught!"

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This copy of the report of the Governor's Study Commission on the Public School System of North Carolina is being sent to you at my request for your information. It is the result of a comprehensive study designed to review the present public school system and to look at educational needs throughout the State. I believe that the report and its recommendations will provide a necessary blueprint for further sound development of the public schools.

This study was the result of a recommendation I made to the 1967 General Assembly and was authorized by that Legislature. Considerable study and research has been done by the Study Commission, its professional staff, numerous consultants, and thousands of citizens interested in providing the best possible public school education for young people. The primary question considered was: How best can the people of North Carolina meet their obligation to provide full educational opportunity for their children? The Commission's answers and recommendations are in this report.

Of course, no report is any more effective than the response it receives from the people. The schools of North Carolina can be only as good as you, the people of this State, want them to be. I urge you to read this report and to consider carefully the recommendations it contains. OUR GOAL IS A CHILD WELL TAUGHT! It can be attained only if you are concerned and willing to provide the leadership, the resources, and the encouragement.

With best wishes, I am

Sincerely,

Dan Moore

Dan Moore
Governor

OUR GOAL IS A CHILD WELL TAUGHT!
GOVERNOR DAN MOORE, AUGUST 25, 1967

December 3, 1968

The Honorable Dan K. Moore
Governor of North Carolina
Raleigh, North Carolina

Dear Governor Moore:

The Governor's Study Commission on the Public School System of North Carolina has the honor to submit its report.

In your charge to the Commission on August 25, 1967, you stated that the primary question to be answered by the study was: "How best can the people of North Carolina meet their obligation to provide full educational opportunity for their children?"

To help provide the answers to that question, experts in many areas of public education were consulted, research was conducted, and schools were visited. More importantly, tens of thousands of North Carolinians were directly involved in the search for answers to your question.

We are convinced that the people of North Carolina are ready to act upon the answers which they have helped provide.

We thank you for the leadership which you have given to insure brighter futures for the boys and girls of this State.

Sincerely,

James H. Hilton
Chairman

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Priorities for Action

What is accomplished for the future of North Carolina rests, finally, upon the people. What are the things that we, the people, must insist upon if our children are to be well taught? This entire report is concerned with that question, but there are a few areas that merit priority attention if progress in other areas is to follow.

Priority for Action: Organization of the Public Schools

The Commission recommends that there be established a North Carolina Education Development Council with subsidiary branches in each of the eight educational districts and each local school administrative unit.

The Commission recommends that the State Board of Education be firmly established as the policy formation agency for public education.

The Commission recommends that the position of the State Superintendent of Public Instruction be removed from the Constitution and the statutes as an elective position; that this position be established in the Constitution as an appointive one, subject to the salary, term, and conditions established by the State Board of Education.

The Commission recommends that the State Board of Education reorganize its divisions into a single agency responsible for the administration of all aspects of the educational programs.

The Commission recommends that the State Board of Education, in cooperation with the State Superintendent of Public Instruction and the State Department of Public Instruction, provide improved services to school administrative units through the establishment of a regional educational service center in each of the eight educational districts of the State.

The Commission recommends that the State adopt the county as the basic school administrative unit. Merger of city units with county units and, where necessary, merger across county lines should be accomplished in order to achieve sound educational programs. The State Board of Education should be empowered by the legislature to develop criteria for such mergers, taking into account geographic conditions and other relevant factors. Mergers should be accomplished as speedily as local conditions permit.

The Commission recommends that the State set aside a sum to be determined by the State Board of Education for the employment of aides and educational technologists.

The Commission recommends that the State make payments directly to teachers who serve as supervisors of student teachers. (Teachers so chosen would automatically become Instructional Specialists during such service.)

The Commission recommends that local school administrative units establish and maintain supplementary pay scales which make provisions for higher salaries for persons of special competence and leadership abilities who are designated as Instructional Specialists.

The Commission recommends that local school administrative units establish and maintain supplementary pay scales which recognize those persons who perform additional duties for the schools not directly related to academic instruction.

Priority for Action: The Curriculum

The Commission recommends that the General Assembly enact legislation providing for an extension of public education to five year olds on the same basis that educational

programs are established for other age levels (grades 1-12). In view of the limited availability of teachers and facilities, the initial effort should be for 25 per cent of the eligible children with an accompanying two or three phase effort to serve all five year olds.

The Commission recommends that the State Board of Education and the Superintendent of Public Instruction initiate policies and procedures which establish for children ages five through eight a program of continuous learning that is based upon their individual needs, interests, and stages of development.

The Commission recommends that, as part of the development of comprehensive secondary schools, much greater emphasis be placed on occupational education, including specific training in vocational subjects at the junior and senior high school levels. Special emphasis should be given industrial and service related skill training.

Priority for Action: Finance

The Commission recommends that the State Board of Education set policy calling for adoption in North Carolina of a Minimum Basic Program to finance the public school system. Such a program is designed to support all essential elements of public education desired by the people of the State. It is further recommended that the budget of the Minimum Basic Program consist of the consolidation of local, State, and federal funding which is sufficient to achieve an average expenditure for each pupil that assures equitable education opportunity for all pupils in the State.

Above and beyond the Minimum Basic Program, the Commission recommends that the State of North Carolina establish an Incentive Support Program which rewards counties that exceed the mandated local share of the Minimum Basic Program.

Priority for Action: Personnel

The Commission recommends that the concept of team teaching be encouraged at all levels in North Carolina schools.

The Commission recommends that to utilize the abilities of teachers and other instructional staff members more fully, to remunerate them accordingly, and to increase the efficiency of instructional personnel, the staff be differentiated such as follows:

Aides
Educational Technologists
Teacher Interns
Probationary Teachers
Provisional Teachers
Professional Teachers
Senior Professional Teachers
Instructional Specialists

The Commission recommends that the State establish a salary range for teachers based on the national average; that the salary be for ten months employment which should include holidays, time for in-service education, and similar activities; and that the State provide for twelve months employment for supervisory and administrative personnel and other instructional personnel.

The Commission recommends that the State adopt an index salary schedule for teachers, supervisory, and administrative personnel based on the salary of the beginning probationary teacher; and that the State maintain all future salary appropriations based on the index salary schedule.

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"A Child Well Taught!"

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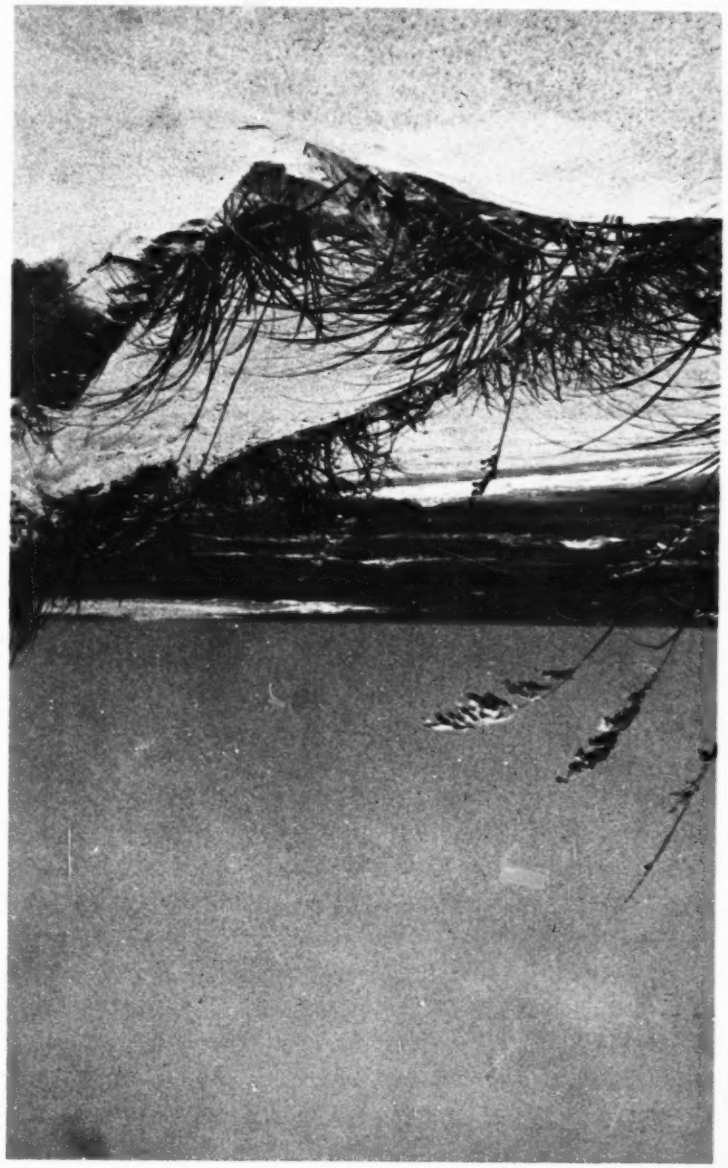
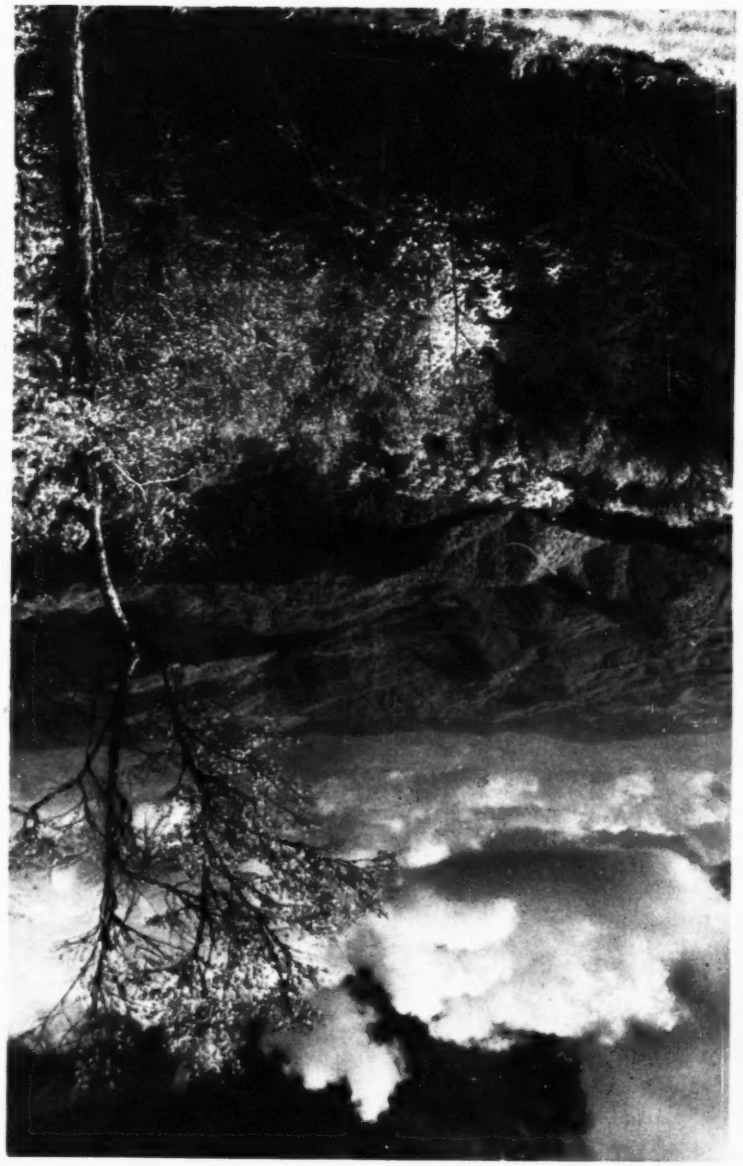
Part 1

Introduction





Statement of Beliefs

The Governor's Study Commission has made its recommendations on the basis of specific beliefs to which all members of the Commission subscribe. The following statement made by Governor Dan Moore at the Governor's Conference on Public School Education in Raleigh on August 25, 1967, states the basic premises on which the Commission operated:

> Our goal is a child well taught. We seek for every child full opportunity to develop his God-given abilities in our public schools. It makes no difference whether this child lives in the country or in the city; whether he is white, Negro, or Indian; whether he is rich or poor; he must have available the fullest educational opportunity.

In a democratic society, the Commission believes that the individual should grow toward freedom and responsibility; he should acquire the capacity for self direction balanced with the ability to cooperate with others. To achieve this fundamental perspective, there must be respect for self, respect for others, and respect for the human community. More specifically, a child well taught is one who, to the fullest extent of his individual needs and capabilities:

Develops a continuing desire for knowledge and the means of obtaining and using that knowledge.

Develops competence in communication skills, including the abilities to read, write, and speak effectively, and to listen with understanding.

Develops skills and understandings in mathematical computation, analysis, and reasoning.

Develops understandings of, and appreciations for, the contributions of science and technology to modern life.

Develops knowledge of, and appreciation for, all aspects of personal, social, and community health.

Prepares to contribute constructively to the world of work.

Learns to deal constructively with psychological tensions.

Learns to use leisure time effectively.

Discovers and cultivates whatever creative talents he may possess.

Learns to utilize properly, and to conserve wisely, the natural environment and the best of the man-made environment.

Learns to respect the rights of others, and to defend his own rights, in living on all levels of our democratic society.

Develops the ability to think rationally about—and the attitudes to deal constructively with—the moral, social, economic, and political problems facing man and society.

Chapter 1

Organization of the Commission and Its Work

Three Consultants Named

UNC Expert Will Direct Public School Study

Report May Recommend Regional School Systems

Taxing Power Advocated for School Boards

GOVERNOR'S COMMISSION

Study Finds Public Wants Kindergartens

Study Group Faces a Question of Values

Teacher Training Programs Rapped

Study Commission May Recommend Appointed School Chief

"We are on the threshold of greatness. In a sense, that always will be true. The attainment of greatness has to do with striving for perfection. This, of course, we will continue to do." When he spoke these words, Governor Moore was talking about the broad range of factors which come together to contribute to greatness of the State of North Carolina. He most assuredly was talking about the State's public school system, which bows only to the home as a central force in preserving, promoting, and shaping the culture, the economy, and the well-being of North Carolina.

Education has been the first responsibility of State government in North Carolina since the depression of the 1930's, when it became too much of a burden for local governments. There has been a continual building, strengthening, and broadening of the public school system. Governors and legislatures have built substantially upon the foundations left by their predecessors. Professional school people—superintendents, principals, teachers—have wisely and effectively utilized the resources provided them. The people have supported their schools.

Yet, even as the public schools have not stood still, they have not attained the greatness of which they are capable and which is essential in this period of history. The times mark the advancements brought about by education, not only in North Carolina, but throughout the nation and the world. The shortcomings are equally well marked. For instance, man is ready to go to the moon; yet, there are times when he cannot get along with his neighbor. The role of the public schools is as broad and as complicated as this fast-changing and complex world.

In this striving for perfection within North Carolina, the individual is recognized as the most important asset. The public schools exist to provide all individuals with the means of developing their talents and abilities. In June of 1968, 65,200 North Carolina high school seniors graduated. But along the way, 45 of every 100 who became students 12 years earlier had dropped from the class of 1968, unprepared to assume their responsibilities.

The Governor's Study Commission on the Public School System of North Carolina found North Carolinians aware of

the role and responsibilities of their public schools. Generally, people took pride in their schools and were concerned about the education available to their sons and daughters. Yet, even as the public schools developed with the resources of the largest education budget in the State's history, the Commission noted that 17 of 23 local school bond and supplementary tax issues were defeated in 1968.

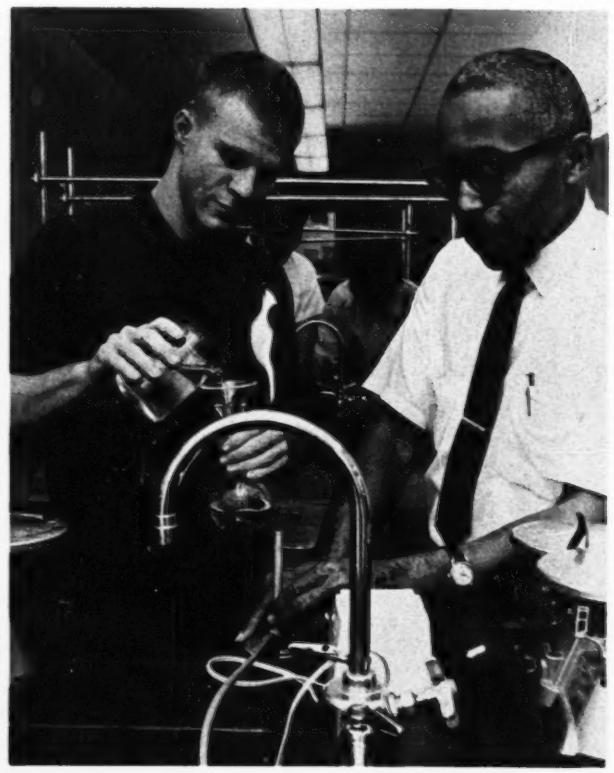
The opportunities and the problems of public school education in North Carolina are many. The situation confronting the schools is not new. But the pressures for better educated people, the demands upon limited resources for a broad range of services to the people, the growing public investment in public education—these and many other factors necessitated a comprehensive study of public school education in North Carolina at this time.

Governor Moore, recognizing the need for such a study, included in his message to the General Assembly on February 9, 1967, this statement and recommendation:

> We must ever seek to improve and better utilize our public school education resources. The future demands that North Carolina provide its young with the best educational opportunities possible. In order to give us direction and creative leadership, I recommend that you authorize the appointment of a "blue ribbon" commission to study all aspects of the public school system in North Carolina. This commission should review our school policies, programs, and goals in light of present and future needs. A resume of its findings and any necessary recommendations should be made to the Governor and the 1969 General Assembly.

Subsequent to the Governor's recommendation, the General Assembly enacted Joint Resolution Number 81. This Resolution authorized the creation of the Governor's Study Commission on the Public School System of North Carolina. The legal duty of the Commission was "to make a detailed and exhaustive study" of the public school system, "to the end that some evaluation of the effectiveness of the public school program might be achieved." Thirteen points were enumerated in the Resolution for detailed study by the Commission. These included the following:

> The financial structure supporting public education within the State, including an analysis of funds derived from State, federal, local, and other sources. This shall include a determination of the relative ability and the responsibility of State and local government in meeting the necessary cost for public school education, as well as the impact of federal funds on the public school program.
>
> The length of the school term, with particular reference to the utilization of personnel and facilities during the summer months.
>
> The training, certification, supply and demand for teachers, supervisors, and administrators.
>
> The allocation, employment, and assignment of professional personnel; the specifications for their positions; the relationships and salary schedule; and the teacher-pupil ratio.
>
> The adequacy of public school sites, buildings, and auxiliary facilities, including purchase and construction costs, and their maintenance.
>
> The procedures for selecting, adopting, and distributing textbooks.
>
> The organization of county and city school administrative units, including the feasibility of consolidating schools, merging county and city units, and embracing two or more counties in a single administrative unit.
>
> The public school food service program.
>
> The value of research carried on in experimental schools and projects.
>
> The relationship between the public school system and the community colleges, technical institutes, and industrial education centers, with particular attention being given to the availability of vocational training and proper guidance into vocational career opportunities.
>
> The public school bus transportation system.
>
> The teaching of human values which shall include but not be limited to ethics, morality, patriotism, good character, honesty, integrity, temperance, sobriety, and the value of hard work.
>
> The special education of handicapped children.



At the Governor's Conference on Public School Education at which the Commission membership was announced, Governor Moore discussed the above points and suggested additional ones for consideration. These included:

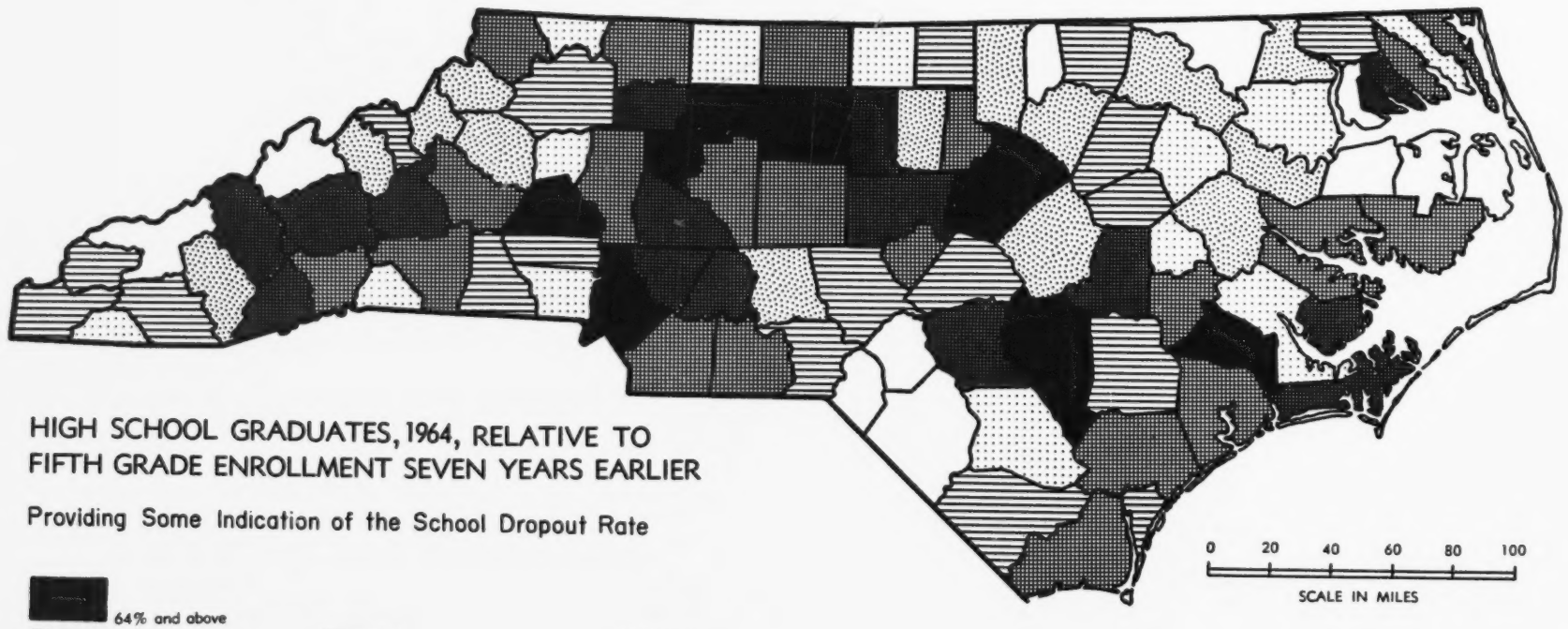
A review of the role of educational television
Feasibility of kindergarten and other pre-school programs, including nursery schools
The structure of public school education
The role of local boards
The role of public support in public school education

The Governor challenged the Commission with these words:

The primary question to be answered by this study is: How best can the people of North Carolina meet their obligation to provide full educational opportunity for their children?

Nothing concerning our public school system can be considered beyond improvement. This Commission named today and all of us who assist in its work must be intellectually honest. We must have the courage to discard any obsolete practices which may persist in our educational programs. We must always be constructive, recognizing that we must build upon the great achievements of the past.

I emphasize again that the goal we seek is a child well taught. Our efforts must be guided by an acute awareness of the public schools' role in developing the potential worth of every boy and girl in this State. We must seek to instill into our public school system every means of preparing



HIGH SCHOOL GRADUATES, 1964, RELATIVE TO FIFTH GRADE ENROLLMENT SEVEN YEARS EARLIER

Providing Some Indication of the School Dropout Rate

64% and above
60-64%
56-60%
52-56%
48-52%
44-48%
Below 44%

Data from N.C. Dept. of Public Instruction

our young to become responsible and effective citizens in a world constantly growing more complex.

Never let us forget that our children are our most important resource. Their instruction is our first responsibility. And, how well we meet our responsibility to our children is the measure of our investment in the future of this State and even of mankind. The effectiveness and the scope of our public schools will materially influence their ultimate decisions on the problems of their generation. The very best in help, guidance, and motivation which we can give our children are absolutely essential.

In the conclusion of his address to the Conference, the Governor said:

> I charge the members of the Commission with the responsibility of developing a detailed blueprint for the future of our public schools. The increasingly important role of education demands that you define clear-cut objectives for the public schools and that priorities for improvement be established. The end result of this Commission's efforts must be a comprehensive report with recommendations which can be utilized by the General Assembly and by the local governmental units.

When the Commission held its organizational meeting, it determined to conduct the best possible study in the short time allotted and to involve the people of North Carolina to the greatest possible extent. A professional staff was needed to carry forward the Commission's directions; the director was chosen and a staff was employed to assist him.

The study was developed around major topics as follows:

Human values and educational goals
Elementary education
Secondary education
Research and innovation
Professional personnel
Materials and tools
Auxiliary services
Organization and administration
Financing the public schools

Nine advisory committees and 35 subcommittees were established to study specific areas within these topics. Nearly 500 North Carolinians were involved in this part of the effort. They included parents, business, professional, and civic leaders, as well as school personnel. Representation was balanced geographically and racially. These committees began their deliberations in late November, 1967, and reported their findings to the Commission in late April, 1968.

Public hearings were held by the various advisory committees and subcommittees. Nationally known educators consulted with the committees. Teachers, supervisors, principals, superintendents, and other citizens came before the committees to present their views and ideas. In addition, some of the subcommittees conducted original research into assigned problems. Commission members and some advisory committee members observed school programs in North Carolina and in other states, including West Virginia, Pennsylvania, and Florida.

In early 1968, the Commission and its staff conducted 39 public hearings in various parts of the State of North Carolina. Commission members and 175 advisory committee members were organized into 35 task force groups and held additional hearings in their own localities. Altogether, 125 public hearings were held from Boone to Wilmington and from Camden to Murphy. They were attended by approximately 15,500 North Carolinians.

Research on pertinent questions was conducted by the staff of the Commission. A questionnaire on education in North Carolina was sent to every superintendent, principal, supervisor, and to practically all teachers. Returns were received from more than 90 per cent of the superintendents and approximately 67 per cent of the other groups. Another questionnaire was sent to a random sampling of 1,200 teachers. Returns were received from 788.

Students in one class of one high school in each of the 160 administrative school units were asked to spend several class sessions discussing three questions on values. Responses were summarized and forwarded to the Commission from 62 schools. Approximately 1,860 students were involved. A special in-depth study of projected manpower needs was made. It involved representative personnel managers in trades, services, construction, mining, health, government, and manufacturing.

In addition, professional school personnel in Salisbury; elementary teachers and principals in Charlotte-Mecklenburg; Wake County teachers; and the teachers, students, and parents in Greensboro volunteered to perform in-depth studies of specific problems related to work of the Commission. Various Parent-Teacher Association groups and the North Carolina Grange submitted position papers on the various areas under study. The State League of Women Voters studied the public school system during the winter of 1967-68 and submitted its findings to the Commission.

More than 200 experts in various areas of public education were invited to write position papers for the Commission. Some 93 papers were received, ranging in length from 3 to 35 pages. A nationally recognized expert in occupational education and a veteran school superintendent visited selected community

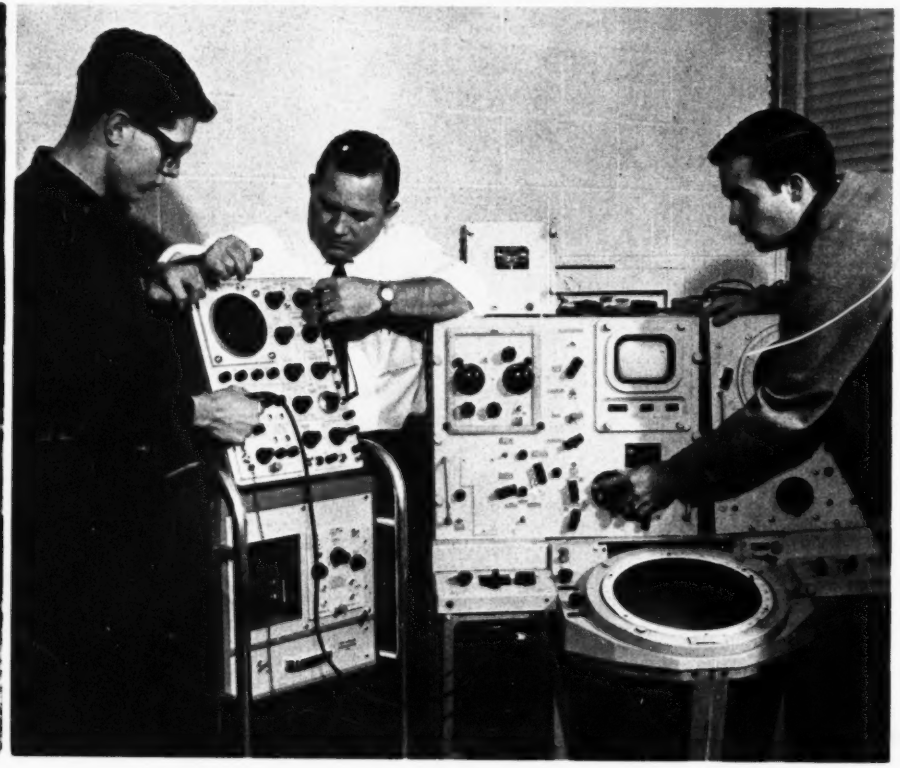
colleges, technical institutes, and local school units in April, May, and June, 1968. This two-man team held conferences with administrators, teachers, and other school personnel on all aspects of the study, with special attention to coordination of efforts of the public schools and the State Community College System.

The Commission endeavored to digest and synthesize information from these sources. In addition, Commission members conferred with State officers, including the State Superintendent of Schools, the Chairman of the State Board of Education, the Controller of the State Board, and others.

The study, comprehensive as it has been, has not provided all of the answers to the problems confronting the public schools of North Carolina. But there are some things which clearly need to be done now. The future of our children depends upon what we do today to strengthen their opportunities for public school education.

Chapter 2

Today's Realities



At the dawn of the twentieth century, Charles B. Aycock looked out on a wounded and disabled North Carolina and prescribed the only possible cure. "Let every child burgeon forth with the best that is in him," he said; and he proceeded to spark an educational renaissance in the State. Governor Dan Moore has proclaimed the old challenge in new words: "Our goal is a child well taught!"

In many respects, more change has occurred between the times of Aycock and Moore than occurred in all the ages of civilization down to 1900. Has public education kept the pace in North Carolina? These are the facts.

Many children never make it to the eighth grade. But for every 100 pupils who entered the eighth grade five years earlier, 66 graduated from high school in 1967. And, only 23 of that 66 entered college. Of that number, it is estimated that 11 or 12 will receive degrees.

The Selective Service Examination is a massive standardized testing program in the United States. In 1966, 24.8 per cent of North Carolina draftees failed the pre-induction and induction mental tests. North Carolina ranked in 46th position among the 50 states in percentage of draftees passed.

According to the latest census, the median school years completed by persons twenty-five years old and older in North Carolina was 9.8 for whites and 7.0 for nonwhites. North Carolina tied Arkansas and Mississippi for 43rd position in the United States.

In citing statistics such as these, it is not the purpose of the Commission to cast blame. Progress has been made as shall be pointed out presently. Moreover, the problems that beset public education in North Carolina are shared in varying degrees throughout the United States and the world.

Within the memory of many, travel has moved from the buggy to the jet, and the educational needs of the children have made equally significant changes. The first grader who entered school in 1968 will spend over half of his working life in the next century. It is the duty of the State to prepare the children for the realities of today and the uncertainties of tomorrow.

What, then, are the strengths and weaknesses of the schools? In what directions are the movements in the economic and social realms? What are the implications of these changes for the education of children?

A Composite Picture of Today's Schools

There are many bright spots in the public school system. Some schools in North Carolina compare favorably with the best in the nation. Progress is being made, but that progress is not uniform. As one Commission member stated after a day of visitation, "The school we saw this afternoon is one hundred years behind the one we saw this morning." Most citizens of North Carolina live within a relatively short distance from the following type school.

It has about 500 students enrolled in grades 1 through 12.

It is staffed, partly, by local women who are tied to the community for one reason or another. Some of them are quite capable. There are several young faculty members, but the more competent tend either to leave teaching or to migrate to the city.

It was built in the 1920's. A new gym and a cafeteria have been added.

The program of studies has not changed much since the Depression. Some of the titles have changed, but the actual program remains much as it was. Eighteen courses are now required for graduation, instead of the former 16; but only 21 courses are offered in the entire high school. Two of these are offered on alternate years. Except for agriculture and home economics, the program at the high school level is geared entirely to college preparation.

Of course, the picture described above is not that of a typical North Carolina school. No two schools are exactly alike. While this State has some of the best schools in the nation and some of the poorest, the majority probably lie somewhere between these two extremes.

Administrative Unit Organization. A major factor that influences education in the various dimensions of quality is that of the size of the administrative unit. In this State size ranges from the Charlotte-Mecklenburg unit with an enrollment in 1967-68 of 81,973 students to the Tryon City unit with 823 students. Few, if any, administrative units are too large; but many are too small to provide for either effective or efficient educational programs. Units that are too small have difficulty in providing adequately the essential administrative and supervisory leadership. Neither can such units, without substantially greater effort, provide instructional programs of the breadth and depth needed.

For example, consider the small rural administrative unit. Its elementary and secondary instructional program is limited to rudimentary offerings; its physical facilities are usually outmoded. It supplies instructional materials and equipment in very meager quantities. Its auxiliary and supporting services are limited or entirely lacking. It provides almost no vocational education, and an adequate program in the fine arts is nonexistent. This type unit produces a high percentage of the out-migrating population—a population that moves into the urban centers, carrying with it the common problems stemming from poor and ineffective education.

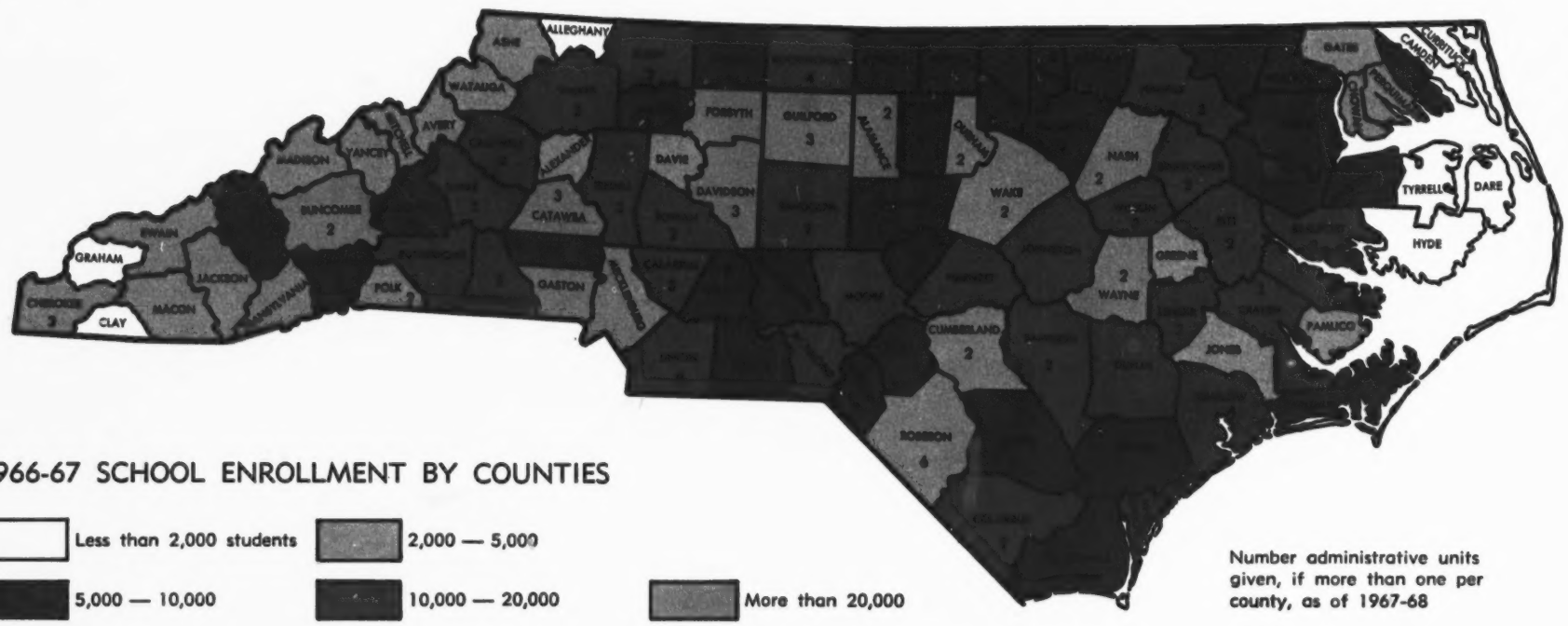
Financial Support. Another major factor that influences the quality and scope of education is financial support. Throughout North Carolina, generally, it is the unit with the greatest need that makes the least local effort. In many of the smaller rural administrative units, limited or no local financial support supplements State support for the instructional program. In many of these units the amount of both State and federal support is limited by the small size of the schools. For instance, the area of vocational education requires that schools provide the needed facilities and have a sufficient number of students to make a program financially feasible.

Elementary Schools. The State's elementary schools range in size from 59 students with 3 teachers to 1,235 students with 57 teachers. The range of difference is as great in many other aspects, including the quality of leadership, the quality of instruction, the availability of equipment and materials, the kind and condition of housing and facilities, the organization of schools, and the quality of education acquired by students. Thus, diversity becomes the most obvious aspect of elementary schools when viewed in statewide perspective. Differences based on student needs are laudable; disparities in the quality and the effectiveness of teaching and learning are lamentable.

Elementary school housing ranges from new, well-planned structures that provide ample space for a comprehensive program to over-aged, poorly designed, crowded buildings that inhibit the development of programs. On a statewide basis the percentage of the latter type is greater than the former, with the largest percentage between the two. Also, many elementary schools are located on sites that are not satisfactory in size, condition, or location.

In general, elementary schools have more instructional equipment and materials with which to work than ever before. The amount and the range of the equipment and materials is made possible by increased local, State, and federal support. The effect is that teaching has become better adapted to individual needs; learning has been made more effective. It would not be realistic to assume that this improvement has been universal. In many instances the additional equipment and materials have not been used to full advantage.

The self-contained, one teacher per room, plan of organization is utilized by a majority of the State's elementary schools. However, each year, more schools employ other organizational schemes along with greater use of specialists. Experiments in many schools have served to focus attention upon more flexibility in organizing the elementary school for more productive learning and teaching.



1966-67 SCHOOL ENROLLMENT BY COUNTIES

Less than 2,000 students

2,000 — 5,000

5,000 — 10,000

10,000 — 20,000

More than 20,000

Number administrative units given, if more than one per county, as of 1967-68

Elementary schools are staffed predominantly by teachers certified in elementary education. The percentage of teachers with nonstandard and below standard certification has remained relatively small in the past, but it should be noted that the percentage who hold nonstandard and out-of-field certificates is increasing.

Primarily under the impetus of federal assistance, the employment of specialists and aides in elementary schools is becoming more widespread. Specialists in several areas include music teachers, art teachers, reading teachers, librarians, and physical education teachers. Aides are designated as teacher aides, library aides, or clerical assistants, among others.

Effective instruction in the State's elementary schools seems dependent on qualified leadership and competent staff. Quality programs are likely to be found where there are competent leaders and a competent staff. But, lacking either of these ingredients, the deficiency is manifested in the mediocre condition in the schools which permeates the instructional program. A large majority of elementary schools have commendable programs, but many could be improved.

Secondary Schools. As of 1967-68, North Carolina's secondary schools range in size from the Ocracoke School with 31 students in grades 9 through 12 and 3 teachers to the Needham Broughton School with 2,638 students in grades 10 through 12 and 121 teachers. The predominant organizational patterns utilized over the State are the 8-4 and the 6-6 patterns. The 8-4 pattern classifies the first eight grades of school as elementary and the last four as secondary. The 6-6 pattern classifies the first six grades as elementary and the last six as secondary. However, almost every possible pattern of grade combination

is employed in some schools, including a number of one grade schools.

Table 1

Diversity of Organizational Patterns for Grades 9-12 Secondary Schools of North Carolina, 1967-68

Number of Pupils	Percentage of Total	Type of School	Average Enrollment
109,893	32%	High school (4 yr.)	718
86,642	26%	Union	275 (gr. 9-12)
85,651	25%	Senior high	1,127
30,042	8.8%	Junior high	281 (gr. 9)
23,373	7%	Secondary (5-6 yr.)	497 (gr. 9-12)
4,492	1.2%	Union	176 (gr. 9 or 9-10)

Table 2

Diversity of Organizational Patterns for Grades 7-8 Secondary Schools of North Carolina, 1967-68

Number of Pupils	Percentage of Total	Type and Number of Schools	Average Enrollment
87,534	42.9%	Elementary (1,385)	63
40,365	19.8%	Union (315)	128
9,344	4.5%	Secondary (47)	199
5,567	2.7%	Irregular junior high (107)	564
543	.2%	Irregular union (6)	90

Secondary school housing is similar to that described for the elementary school with one major difference; that is, a much greater percentage of secondary structures are relatively new, of a more functional design, and are situated on satisfactory sites. These differences are due primarily to the greater emphasis on secondary structures in recent building programs. However, similar to elementary schools, many secondary plants, sites, and maintenance operations need improvement.

Secondary school instruction is improving; there is cause for impatience with respect to the rate of improvement. A question exists as to whether the rate of improvement is sufficient to accommodate emerging educational requirements. Notable progress has been made in instruction in science, mathematics, foreign languages, and in vocational education. Less dramatic but continuing improvement is occurring in other instructional areas.

Greater amounts and variety of instructional equipment and materials are used in teaching and learning activities than ever before. However, secondary school instruction seems dominated by telling rather than showing or doing. This means that students are less actively involved than is desirable. The one level instruction overchallenges the slow learner; at the same time, the fast learner is underchallenged. Another limitation in the one textbook, single level, lecture type of instruction is that the program is largely limited to learning facts in isolation.

Secondary schools are staffed, with few exceptions, with fully certified personnel. The majority of teachers who are not properly certificated are persons having the bachelor's degree in an area of the liberal arts but lacking some required courses in education. In grades 7 and 8, a high percentage of teachers are teaching out of their field of preparation and certification. In grades 9 through 12, the percentage of out of field teaching is much lower than it is in grades 7 and 8. However, a significant number of unqualified teachers are assigned to ninth and tenth grade classes with students who are non-productive learners. Shortages of well trained, capable personnel exist in areas such as mathematics, science, foreign language, library science, and guidance.

Teachers. Perhaps the greatest single factor limiting educational excellence is the scarcity of personnel in the classroom who, in addition to professional training, also possess the personal qualities of commitment, resourcefulness, and sensitivity needed to plan and implement effectively the kinds of programs required in their particular areas of assignment. This scarcity of strong and excellent personnel is also the most difficult problem to solve. It will not be solved until the basic principles

of supply and demand guide the fiscal policies of school administrative units. Strong and excellent teachers are available to those units that place priority on quality staff and provide sufficient financial support to make teaching attractive to attractive people. Then it will be possible to be more selective at the threshold of pre-service training and more exact in matching instructional assignments with professional qualifications.

This personnel problem is not limited to any one area of public school education. It exists in the administration, in supervision, in classroom teaching, and in the supporting services. It exists at the State level, the local school administrative unit level, the individual school level, and in subdivisions within a school.

The Overall School Program. One continuing problem in the area of instruction is the inability to design a program that fully accommodates differences among pupils and within individuals. In North Carolina this problem is reflected in the high rates of non-promotion and failure, and in the high percentage of those who enter school but fail to graduate. This unresolved problem is relative to many other problems, including discipline, non-participation in activities, and poor school attendance.

Other factors that adversely affect instruction and learning include the following: excessive dependence by administrators and teachers on a basal textbook; programs too closely related to verbal ability; teaching procedures that promote student passivity; and inability or disinclination to use to advantage instructional equipment and materials that are available. Most of these problems could be reduced by able and creative leadership.

The Economic and Social Realities

Few people will argue that we do not need better schools. Many will declare that: "North Carolina is a poor State. We are doing the best that we can do." Can North Carolina afford to do better? This question is relative to the economic and social realities of today and the directions in which these realities point.

One word which aptly characterizes our society is change. Consider the changes in transportation. From the beginning of time to the early 1800's, man traveled no faster than his animal could carry him. Then, in the twinkling of an eye as history goes, he moved from the animal, to the locomotive, to the space vehicle. The speed of change has been as dramatic in other areas of science and technology.

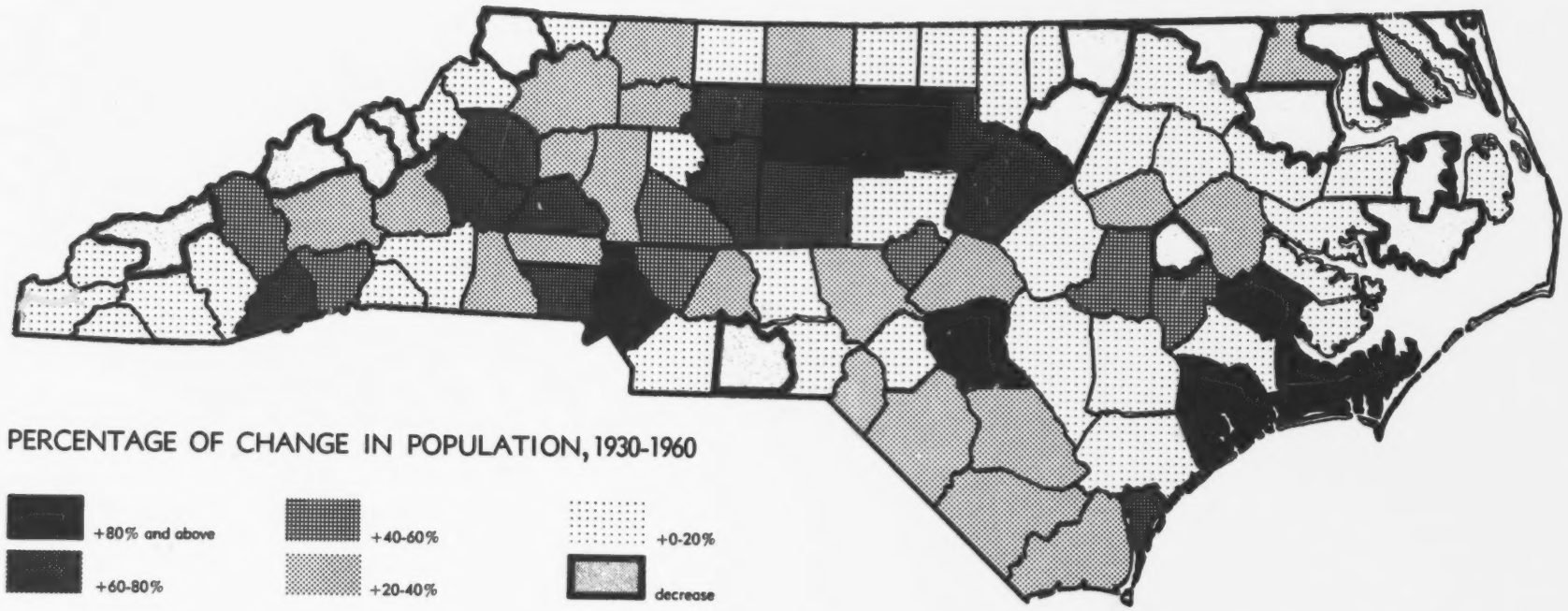
The resulting problems, as seen in changing family patterns, value systems, the generation gap, urban blight, and environmental pollution, are well known. However, several economic and social changes are characteristic of North Carolina.

There are changes in the economic base. North Carolina's economy has been based principally on agriculture. While agriculture will undoubtedly play an important role for future years, the economic base is shifting rapidly to industry.

> The percentage of the total labor force employed in agriculture dropped from 25 per cent in 1950 to about 10 per cent in 1968. By 1975 it is estimated that about 8 per cent of the labor force will be employed in agriculture.[1]
>
> In 1966 about 69 per cent of the total labor force in North Carolina was employed in manufacturing and service industries.
>
> The percentage of the total labor force in unskilled occupations declined from 15 per cent in 1950 to 7 per cent in 1966. The decline will continue.

Income and employment are growing. There is abundant evidence that North Carolina is on the move in economic growth.

> Per capita income increased 52 per cent between 1960 and 1967. This exceeds the rate of increase for the nation, which was 42 per cent during the same period.
>
> In order to provide jobs for new entrants into the work force and to take up the decline in the agricultural economy, it is estimated that about 368,000 new jobs will have to be created between 1967 and 1975. About 75,000



Calculated from data in 1930 and 1960 Censuses of Population

of these new jobs per year will be required to make up for the decline in agricultural employment.

The population is changing. With industrial growth and accompanying growth in personal income and employment, the population picture in North Carolina is changing rapidly.

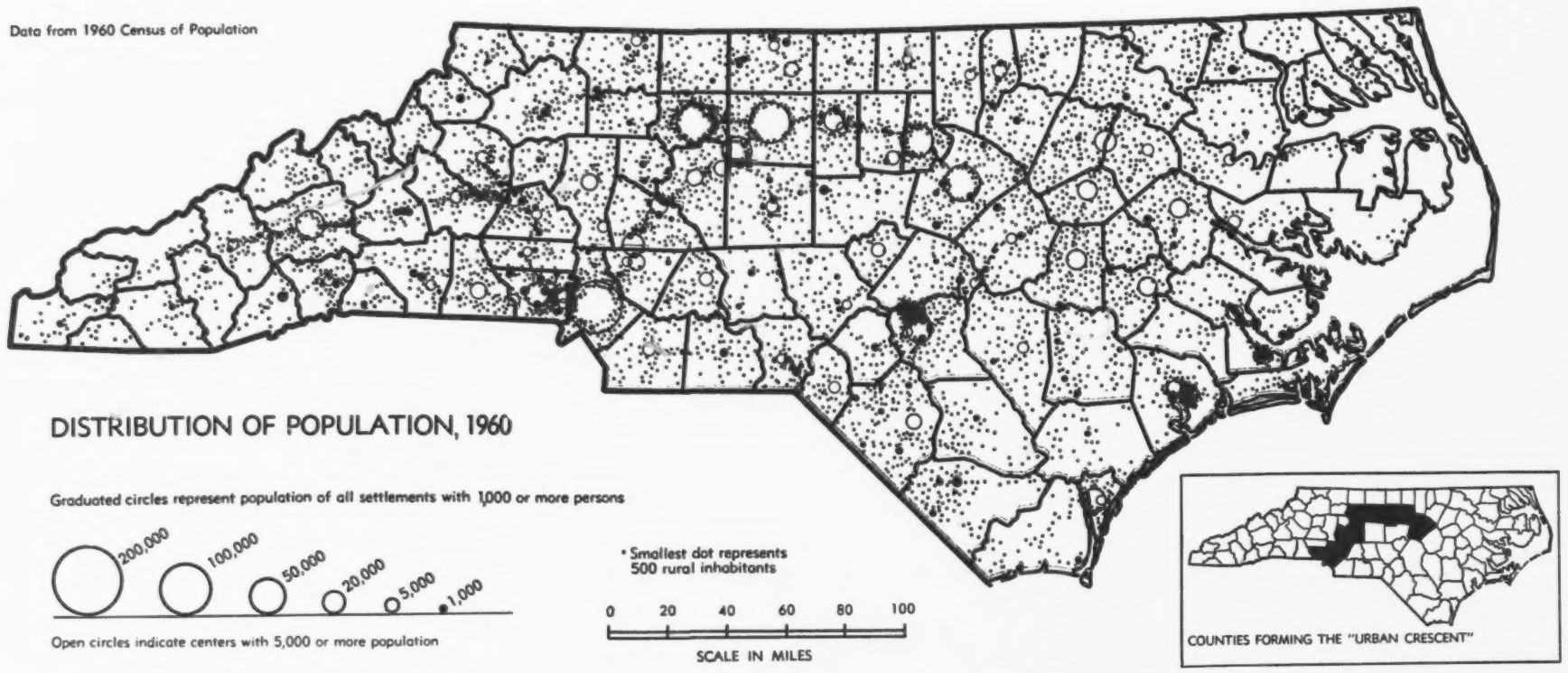
During the decade of the 1950's, North Carolina experienced a loss of more than 300,000 people due to out-migration. Between 1960 and 1965, the flow of people out of the State was reduced to the point where the population was stabilized. It is estimated that in-migration now equals out-migration from the State.

North Carolina is experiencing a rapid piling up of population in a few centers and a thinning out of population in other areas of the State. Out of an estimated total population of 5,023,639 in North Carolina's 100 counties on July 1, 1967, twelve counties contained less than 2 per cent of that total or 85,683 persons.

Despite drastic shifts in population, North Carolina has not generated the very high concentrations of population common to certain other regions of the United States.

There are only seven cities in the State, as of 1968, with a population of over 100,000. It is evident that North Carolinians live in small towns and open country and commute to work in the cities.

There are new alignments of power groups. As the population shifts to where job opportunities are, North Carolina is experiencing new alignments of power groups and systems of administration related to regions of the State and to counties. Population shifts bring conflicts of power and administration, even within counties. Struggles for power exist among urban centers and counties. This struggle affects schools in many ways, including consolidation pressures and attitudes toward taxation and finance.



Economic and social gaps are widening. In 1960 North Carolina ranked 41st among states in the United States in the proportion of income concentration. The wealth of the State was concentrated among relatively few people. There are no indications that much progress is being made in achieving a better distribution of gains among all citizens. In 1966, 28 per cent of all families in North Carolina had annual incomes of $3,000 or less. Forty-seven per cent of the families had annual incomes of less than $5,000. As a result of educational, occupational, and income disparities, social stratification gaps continue to widen.

Changes in race relations create unmet problems. The problems of poverty are common to uneducated people. Such problems know no color barrier. However, recent unemployment rates for Negro youths were 29 per cent, as contrasted to 4 per cent average for the nation's total labor force.

Both whites and Negroes are striving for better understanding and opportunity. However, misunderstandings result in problems which present difficulties to the educational establishment in its efforts to prepare all youth for life in a rapidly changing society.

Migratory labor is increasing. As North Carolina farmers move away from producing cotton and tobacco towards producing fruits and vegetables, the State will require more migratory labor. The problem of educating the children of migratory laborers can be an acute one. It could become a major problem in North Carolina, requiring special attention for children in this group.

North Carolinians will have more leisure time. The economy of the State and nation is progressing at such a rate that people may have a choice of continuing the 40-hour work week and doubling incomes within a generation, or of reducing the number of work hours and still enjoying higher levels of living than people have experienced previously. These choices are within grasp provided the social, political, and educational problems that accompany technological advancement can be solved. Another great challenge to education is that of preparing youth and adults to use leisure time creatively and constructively.

Some Practical Implications of the Realities

Paying for Education. One basic implication of the growth that has been taking place is that there will be more money available for public education in the future. However, the amount of money available probably will not close the gap, at present rates of expenditure, between the amount spent per child in North Carolina and the average for the nation. Citizens could provide more adequately for children by looking for new ways to get the most mileage out of the educational dollar and by being willing to make greater sacrifices for the sake of long range benefits.

Organization of Schools and School Units. Another significant implication of changes in North Carolina's economy and population is that planning must take place on a broader scale. Many school administrative units cannot support good educational programs. The cost of administration (general control) varied in 1966-67 from $40.93 per pupil in a small unit to $4.93 per pupil in a large unit. Moreover, the smaller units find it more difficult to have an adequate supervisory and administrative staff. It seems educationally unsound and economically unwise for the State to continue these small operations except where geography and distance make consolidation impractical.

Programs for the Disadvantaged. The increasing complexity of the economy in North Carolina will make it even more important for public education to relate more effectively to individuals from disadvantaged homes and communities. Public education must make a much greater effort to meet the unique needs of young people who come from underprivileged homes and communities.

In providing for the disadvantaged, a basic principle should be recognized. It takes more skill, effort, equipment, and money to educate the disadvantaged child than to educate the bright, self-propelling child. At the elementary and secondary levels, the future doctor and lawyer will probably learn despite mediocre schools and teachers; the future mechanic will require $15,000 worth of equipment for high school level training; and the physically, mentally or emotionally handicapped child may require even more effort and money. But the investments can pay off in happier lives and more productive citizens.

North Carolina has thousands of adult citizens with less than a high school education. In North Carolina, in 1968, there are approximately 146,000 people who are working in jobs that require no formal education and skills. An acceleration in the rate of economic activity, including technological advances, may throw unskilled workers into the ranks of the unemployed.

Flexibility and Adaptability. Probably the most fundamental factor associated with the growth of the economy as it relates to changes in education is the dynamics of the system. A person entering the labor market in the 1960's can be expected to change jobs on the average of twelve times during his working life. Specifically, this implies that the type of education provided to young people today must equip them to adjust effectively to new job opportunities. In the past, the need for flexibility and responsiveness to economic change has been confined mainly to the entrepreneur or business executive. In contrast, the typical salaried employee has been able to develop a specific skill or become proficient in a given trade for a lifetime job. In many instances, trades and crafts were passed on through the family to future generations. In the future, workers will need more of the characteristics of the entrepreneur. The worker must have the flexibility and adaptability

of a good farmer who discovers that the potato market will be depressed in a given year, so he decides to grow tomatoes.

This fundamental change in the characteristics of the work force must be seriously considered by those concerned with education. Specifically, students need more basic education with emphasis on transferable skills. Provisions must be made for vertical mobility within a given line of work, and for horizontal transfers to other lines of work. A person halfway up the occupational ladder within a given trade or profession must be equipped to move horizontally to another ladder without having to go to the bottom and start over again.

Summary

North Carolina has some of the best schools in the nation. Yet, its youth has a high dropout rate and a high proportion of draftees failing the pre-induction and induction mental tests. While the root problems causing lack of attainment in school often are to be found in the home, it is the school which should prepare children for the world in which they will live.

The world has been changing at an accelerated, and accelerating, pace. There are specific changes which North Carolina is experiencing which will have great impact on the lives of children. It is rapidly moving from an economy based principally on agriculture to one based on industry. As a result, incomes are increasing and demands are growing for new kinds of skilled workers. Further, there are dramatic population shifts toward industrial centers. These population shifts are creating new alignments of power groups.

In the wake of industrial growth, other problems are becoming accentuated. Economic and social gaps between the haves and have-nots are widening. Changes in race relations create unmet problems. As the farm population moves out and land is consolidated into larger farms, the demands for migratory labor are increasing.

Citizens will have the chance of continuing the 40-hour work week and doubling incomes within a generation, or of reducing the number of hours of work and still enjoying much higher standards of living. This situation, in turn, will create opportunities to use leisure time.

There are several practical implications of the above changes for the education of children. Greater sacrifices are needed to pay for education in the immediate future. Schools and school units must be reorganized into units which are large enough to be educationally sound and economically feasible. Better education should be provided for all children, especially the disadvantaged. The welfare of the State depends on educating to the fullest of their abilities all the children of all the people!

References Cited in the Text

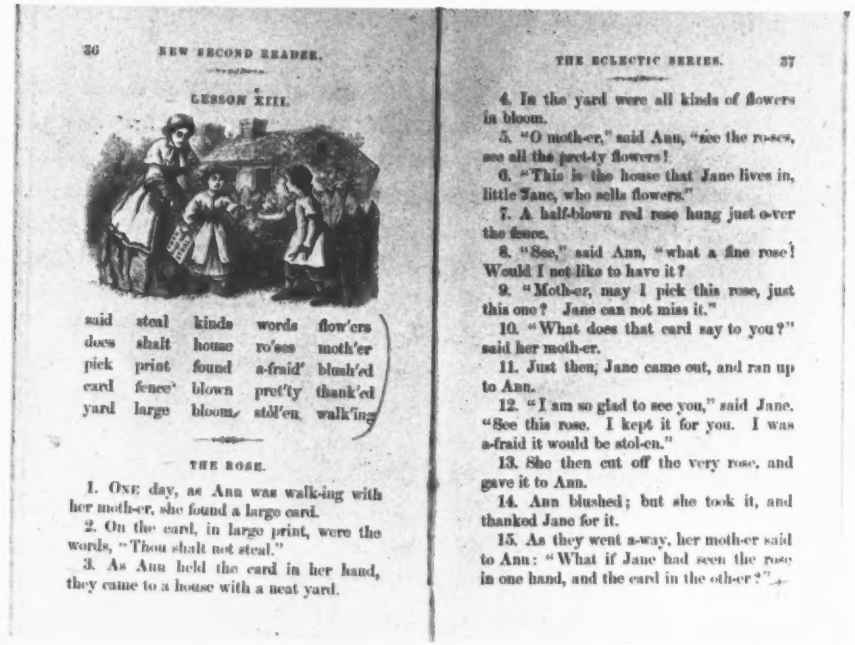
[1] Statistical data in this section of the chapter are based upon several sources, researched and compiled by Dr. E. Walton Jones in a position paper entitled "North Carolina's Economy: Implications for Public Education," written for the Governor's Study Commission on the Public School System of North Carolina, February 23, 1968.

Part 2

Teaching and Learning in the Public Schools

Chapter 3

The Improvement of the Curriculum



36 NEW SECOND READER.

LESSON XIII.

said steal kinds words flow'ers
does shalt house ro'ses moth'er
pick print found a-fraid' blush'ed
card fence' blown pret'ty thank'ed
yard large bloom stol'en walk'ing

THE ROSE.

1. One day, as Ann was walk-ing with her moth-er, she found a large card.

2. On the card, in large print, were the words, "Thou shalt not steal."

3. As Ann held the card in her hand, they came to a house with a neat yard.

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4. In the yard were all kinds of flowers in bloom.

5. "O moth-er," said Ann, "see the ro-ses, see all the pret-ty flowers!

6. "This is the house that Jane lives in, little Jane, who sells flowers."

7. A half-blown red rose hung just o-ver the fence.

8. "See," said Ann, "what a fine rose! Would I not like to have it?

9. "Moth-er, may I pick this rose, just this one? Jane can not miss it."

10. "What does that card say to you?" said her moth-er.

11. Just then, Jane came out, and ran up to Ann.

12. "I am so glad to see you," said Jane. "See this rose. I kept it for you. I was a-fraid it would be stol-en."

13. She then cut off the very rose, and gave it to Ann.

14. Ann blushed; but she took it, and thanked Jane for it.

15. As they went a-way, her moth-er said to Ann: "What if Jane had seen the rose in one hand, and the card in the oth-er?"

A comprehensive review of courses of study in the public schools of North Carolina was made by I. E. Ready and published in 1965.[1] Therefore, the Commission was not directed to make a detailed study of the curriculum except in the areas of values and vocational education. As a result of Ready's study, seventeen guides to curriculum study were published. This study defined curriculum as all organized educational experiences of students under school auspices. Ready investigated many facets of school programs, as well as subject matter courses.

Utilizing Ready's definition, the curriculum is much broader than courses of study. In essence, it includes all organized learning experiences which go on in schools. The quality of learning experience is affected by teaching, the materials available, the physical environment, and other such factors. The Commission's report is a curriculum report to the extent that its recommendations improve learning experiences of all students.

Educational programs develop more readily when favorable conditions exist. Educators and citizens of the State desire situations favorable to educational improvement and change. The following objectives are important for North Carolinians in planning the curriculum for tomorrow's schools.

The unified purposes of the instructional program of public education should be recognized at all levels, kindergarten through community college, and proper articulation should exist among all phases of public education.

There should be developed in the State and in each school administrative unit an environment which encourages improved programs of instruction and attracts capable professionals into public education.

Instructional programs should include educational experiences which are appropriate for individual instruction, as well as for group instruction.

Teachers and other educational personnel should achieve more flexibility in curriculum development related to local conditions and assume more responsibility for key decisions in educational planning.

Schools should utilize educational personnel with specialized skills in a variety of ways to help solve instructional problems.

Schools should have access to leadership from within and outside the public school system which will promote the improvement of instruction.

In order that the curriculum be responsive to the demands of the future, opportunities for curriculum study and planning by school staffs are needed. The local school with its staff and pupils, parents and community is the fundamental part of the school administrative unit. The improvement of instruction should focus upon the teaching-learning process of the individual student in his school.

In this chapter, the curriculum of the schools is discussed in broad terms. The sources of educational experiences provided for learners and the learner's characteristics are sketched briefly. Organizational and administrative functions make learning easier through designs and services which are important considerations in curriculum planning.

The most important part of this chapter relates to proposals which promote worthwhile curriculum development and change. Even though the Commission gives priority to curriculum development according to the needs of local schools, some aspects of curriculum warrant immediate attention on a statewide basis. In addition to the school programs which are discussed in other chapters, proposals relative to three programs are made in this chapter. These three programs are reading instruction, health education, and fine arts education. These specific areas appear to need strengthening throughout the State.

Sources of the Curriculum

Our society and national goals largely determine curriculum development in the public schools. Special emphases within the curriculum derive from specific sources. These sources include philosophy, beliefs and values of communities, understanding of child development, and accumulated knowledge in content areas.

Curriculum is responsive to changes in society and its goals. Great need is apparent for curriculum change which is planned wisely. Changes should be based upon new knowledge, research findings, demonstrated successful practices, the best use of instructional technology, and the agreements between educators and citizens. The curriculum reform launched during the 1950's has been national in scope and has profited from collaboration between scholars and educators. Moreover, the dissemination of new information about the changes has made information available to classroom teachers almost as quickly as to their educational leaders.

Federal legislation has focused also on improving educational opportunity. The Economic Opportunity Act of 1964 functions outside educational systems, but its main thrust is educational. The provisions of the Elementary and Secondary Education Act of 1965 are shaping the direction of educational innovation and curriculum development on a widespread basis. Local schools and administrative units have developed, through federal assistance, their own curriculum projects for testing of new educational programs.

Characteristics of the Learner

For children from five through eight years of age, knowing occurs through the use of many senses. Their abilities to think rationally and to learn abstractly are in primitive stages.

Children, ages nine to twelve, differ markedly from those of early childhood. They can collect information and draw dependable conclusions from their findings. Basic skills and work habits are established which will be valuable in future years.

During the years of early adolescence, ages twelve to fifteen, individuals may show greater varieties of physical, emotional, and social growth than at any other time. Unusual achievement

in subject areas may occur with some students; others may be struggling with the mastery of basic skills. Interests of students at this age may be varied, intense, and short-lived.

Teenagers from fifteen to eighteen years of age think more realistically about themselves, their work, and their futures than ever before. The ability of many students to think rationally and to learn abstractly is comparable to that of most adults.

Curriculum planners and school administrators consider both the nature of the learner and the characteristics of what is to be learned. These considerations provide a basis for the development of educational experiences and the organization of schools.

School Settings

School settings should be conducive to the learning of students and the achievement of educational goals. Certainly, organizational designs will vary in view of the goals of any given situation. The one-room school was geared to students whose ages and achievement differed considerably. As schools increased in size, their educational responsibilities expanded. Contemporary school settings reflect the diversity and complexity which characterize the teaching tasks of a modern curriculum.

In this report, the proposal is that schools should be organized as elementary, junior high, and senior high schools (a 6-3-3 plan). More importantly, the curriculum of any school should be appropriate to the children it serves. Flexibility in the use of time, space, and communication facilities makes possible a variety of arrangements which help schools realize their particular educational goals.

Although education is a continuous process, educational programs may be handled best in North Carolina through a separate elementary school of kindergarten through grade 6, a separate junior high school of grades 7 through 9, and a separate senior high school of grades 10 through 12. The elementary school program is designed for the introductory experiences in all curricular areas. Basic skills and good work habits are common goals.

Each secondary program should be comprehensive in that its program provides the experiences that each student needs in order to develop his interest and abilities. The emphasis in the junior high school is upon the development of intellectual, physical, and social skills, the exploration of different fields of knowledge, and a general occupational orientation. The emphasis at the senior high school is upon the development, in greater depth, of these basic skills and in the specific preparation for further education or gainful employment.

1. **The Commission recommends that curriculum development suit and serve student need, interest, and ability; and that the organizational plan of separate elementary, junior high, and senior high schools be established in North Carolina.**

School Programs

Historically, the elementary school has been charged with teaching reading, writing, and arithmetic. Today, much emphasis remains on the language arts and the communication skills as a primary responsibility of the elementary school, although mathematics and science have received unusual attention in the last decade. Other programs, such as the arts, the social studies, etc., are receiving renewed interest currently. It is assumed that the beginning stages of knowledge in any field may be taught in the elementary school.

The Commission's Advisory Committee on Elementary Education focused its investigation on the problem of total curriculum development rather than on specific areas. The Advisory Committee stated that the establishment of a sound educational program for children of the elementary school (grades K-6) should be directed towards strengthening local schools. The Committee proposed the establishment of demonstration centers, the development of innovation schools, new

staff roles for teachers, the utilization of teacher aides, initiation of supportive services for staff and program development, and more flexibility and local choice in the acquisition and use of instructional materials.

The Commission's Advisory Committee on Secondary Education stated three primary purposes of secondary education. It indicated that through the secondary school program it was important that each student develop to his full potential his intellectual, moral, and physical capacities; that each student prepare for his occupational role in American society; and that each student develop an understanding of, and appreciation for, American democratic processes.

A Comprehensive Secondary Program. In order to achieve these objectives in the most effective and efficient manner, the Secondary Committee proposed that the State system of secondary education encompass a three-year comprehensive senior high school and a three-year comprehensive junior high school. The Committee recommended that the curriculum in the secondary school offer a comprehensive rather than specialized educational program in sufficient depth and diversity. It suggested that individual and community needs for program offerings be met through proper articulation among the appropriate secondary and post-secondary institutions. The curriculum should include broad programs which foster occupational, physical, and cultural development as a part of each student's education. The Committee also recommended that teacher aides be employed to facilitate more effective and economic use of talented professional staff members and that adequate consultative and evaluative services be provided to the school staff.

Historical analysis points to two primary reasons for the establishment and increase of junior high schools. One was the rapid increase in high school enrollment, and the other was the realization that early adolescents profit from a school organized to meet their developmental needs and characteristics. The junior high school years, then, represent only a part of the continuum between childhood and later maturity. Some features of the junior high school are unique to this age and level of instruction; many features help bridge the gap between the elementary program and the senior high school program. Thus, the junior high school years represent a part of the continuing educational process, highlighted by special demands and purposes.

A high school within the reach of every boy and girl has been an important educational goal of North Carolina for more than sixty years. During the last forty years, with few exceptions, secondary education has been available in some form in every community. These programs have varied greatly in both the breadth and the quality of their offerings.

Throughout most of this century, North Carolina high schools have increased in number. However, the large majority have been schools of small enrollment, small faculties, and narrow curriculum. Until 1942, the predominant organization was the 7-4 plan; and for the next 15 years, the 8-4 plan. In recent years, the 6-3-3 plan has gained wide acceptance. With the emergence of a new organization pattern, the movement has been toward the consolidation of smaller schools and a trend toward the establishment of large administrative units. A basic goal of education in the State may be that of providing a comprehensive high school for all boys and girls.

A comprehensive high school brings together in one building or on one campus sufficient resources to meet the principal educational needs of all the youth of high school age in its attendance area. For economical operations, the comprehensive school needs an enrollment of at least 750 senior high school students. Such a school would include all socioeconomic groups and both sexes. It has a sufficient number of teachers and other educational personnel to provide a rich and varied program of courses and activities. The comprehensive high school meets the needs of youth who plan to continue their education beyond the high school. It is equally concerned with the needs of those who will not continue or those who are undecided. Its strength is in its democratic approach to education, its specialized faculty of broad and varied interests,

its building equipped to serve many general and special interests, its superior laboratories and library, and the great range of skills, talents, and abilities in its large student body. The comprehensive senior high school is a peculiarly American contribution to education, admired and increasingly copied by other countries.

It should be the goal in North Carolina to provide a comprehensive high school wherever the concentration of population makes it feasible. The comprehensive school should be treated as an integral part of the total educational program. The boundary lines of local governments should not limit the achievement of this goal. In those areas where the population is too sparse to support a comprehensive senior high school, special arrangements should be made for providing comparable offerings.

Curriculum areas in a comprehensive high school include: business education, classical languages, distributive education, English, language arts, mathematics, modern foreign language, natural sciences, physical education-health-safety, social sciences, trade, agriculture and technical education. Flexible schedules can provide for individually planned programs of study. Additional ways to provide flexibility are the modular schedule, non-graded school, alternate days for classes, independent study, and different class lengths. Successful comprehensive high schools use innovative devices which encourage the further individualization of the instructional program.

The high school should be closely related to the community it serves. This relationship can be fostered by a planned program for school-community participation. Such a program may include Parent-Teacher Associations, activities of community oriented clubs, the use of school facilities by the adults in the community, and the participation of the staff in community-wide service projects. As small schools are consolidated, vigorous efforts should be made to help adults in each community become identified with new programs and to take advantage of the opportunities offered.

As post-secondary schools develop in North Carolina, a close correlation needs to be maintained between these institutions and the comprehensive high schools. Programs begun in the high school should be continued in such a way that the student's learning is a continuous process. Facilities for particular programs may be used jointly by the high school and the post high school institution when enrollment and proximity make this possible. Every means for close cooperation should be employed. The responsibility for cooperation is a joint one between the leadership of both levels of institutions.

2. **The Commission recommends that the programs of junior and senior high schools be comprehensive and that proper articulation occur at and among all levels of institutions and agencies concerned with the public education of children and youth.**

Curriculum Development

Curriculum development should be for the good of students and society. Intricately involved in this development process are: staff development, value selection, content choices, instructional media, organizational design, and interpersonal relations.

Curriculum development depends to some extent upon the readiness and capacity of teachers to enter into planning and changing programs. Teachers need continued educational opportunities to develop skills and understandings in this area.

Opportunity and time for curriculum development should be provided for each staff of each school in North Carolina. Without this opportunity, procedures for content selection may become shotgun approaches to curriculum improvement. The organizational design or use of time and space may be frozen into an insignificant pattern. What is known about interpersonal relationships may be ignored in daily practice.

To provide the best of modern teaching techniques, schools cannot wait for new teachers to be prepared. Once prepared, a new teacher may become quickly out of date. A vigorous program of in-service or continuing education should be initiated in each of the State's school administrative units. Planning which makes the curriculum meaningful to the children and relevant to society promotes the kind of educational development required for the decade ahead.

The Commission supports the concept of curriculum improvement through local school efforts. It is largely through such efforts that the findings of research, findings of national projects, and the goals of education can be interpreted and utilized. In another chapter of this report a proposal is made regarding the need for centers for demonstration purposes. In such centers teachers may observe advanced methods, materials, and technology in educational practice in an environment similar to that in which they are working.

Access by teachers to demonstration centers can be complemented by another approach to stimulate curriculum development. This approach requires no additional housing or personnel. It is centered in the interest and willingness of a school faculty to participate and is based on modest financial support.

3. **The Commission recommends that each year one elementary and one secondary school in every school administration unit have the opportunity to be funded as an innovation school. Such a school is conceived as one in which the staff has committed itself to thorough rejuvenation and revitalization of its curriculum, instructional procedures, and organizational plan so that it can provide the most desirable and effective educational program within its power.** A special grant should be budgeted to such a school for one year of planning. If the plan is approved, sufficient funds would be budgeted to support fully the special three-year operational plan approved for the school.

Innovation schools are vital to the improvement of education in North Carolina. If significant changes are to be made in the quality of school programs, changes must be made through the efforts of educators who are directly involved in educating children—namely, classroom teachers. Teachers can change their approaches more easily if they take an active role in planning and implementing the changes. Innovation schools which are staffed by classroom teachers who have committed themselves to a search for better school programs are the places to expect significant improvements.

Classroom teachers alone cannot create superior educational programs. They need expert help, materials, and an encouraging, supportive environment. Local administrative officials, the State Department of Public Instruction, institutions of higher learning, and the State government should help provide the resources and environment needed. Innovation schools should be recognized officially, encouraged, and supported. Teachers and other members of the local elementary schools who wish to become participants in the innovation school program should have some tangible evidence that

their efforts are fruitful. The adoption by the State Board of Education of the Innovation School Program described in this report will help provide incentive.

The staff of an innovation school may concentrate on adopting or creating new ideas and practices in the teaching-learning process, educational media, curriculum development, and organizational patterns. Several current special interests may influence their efforts. Among these are the individualizing of instruction, emphasis on human relations and social interaction, learning by inquiry and discovery, and the fostering of creativity. Recent advances in understanding the nature of intellectual development may provide a staff of an innovation school with stimulation to examine their programs.

To qualify and be selected, a local school staff would initiate consideration by applying to the local superintendent to be designated as an innovation school. Following guidelines set down by a State committee appointed by the State Board of Education, the local superintendent would nominate not more than one school each year to receive a one-year planning grant. Such a grant would permit the staff released time and travel money to prepare a statement of its objectives and an outline of procedures it would follow in its three-year operational phase. The three-year operational proposals would be reviewed by the State committee in cooperation with the local superintendent. It would be the responsibility of the State committee to develop guidelines for writing proposals and criteria for program approval, and to make an annual selection of innovation schools to be funded.

It is suggested that one elementary and one secondary school in each school administrative unit should have the opportunity for participation. Sufficient funds should be budgeted to support fully the operational plans approved by the Committee. The cost of instituting the Innovation School Program would be modest. The following guidelines are suggestive: $75.00 per teacher for the initial year of planning and $1,000 per teacher for each year of the operational grant.

In order to derive maximum benefit from curriculum development proposals described above, a school will need leadership or consultant services for its staff. Staffing proposals which encourage men and women with exceptional intellectual and leadership capacities are presented in another chapter of this report. Schools will benefit from action on the suggested recommendations of that chapter regarding new staff roles, employment of teacher aides, and leadership development.

4. **The Commission recommends that each Board of Education be provided with funds for the employment of system-wide or building-based supportive services for teachers, principals, and other instructional personnel.**

Supportive services as mentioned here refer to personnel employed for leadership or services in both immediate and future curriculum development of a very specific nature. Personnel are needed for system-wide leadership in those curriculum and special services in which the program development needs are greatest.

Qualified specialists are needed to work directly with teachers and teacher aides in strengthening their abilities in specific content areas and in services to children. Such specialists would be expected to function as an integral part of the faculty being served. Identification of types of specialists needed may be based best on the results of studies initiated by local faculties and boards of education.

Special Needs for Curriculum Development

Reading Instruction. Instruction in reading is central to the process of education. Reading, more than any other aspect of language arts, has been researched so that ample sources and resources are available to assist schools in planning developmental and remedial reading programs. For example, readers are referred to the excellent treatment of the topic in Ready's curriculum study.[2] The Commission is concerned with the product of instruction in reading and questions whether enough emphasis is placed on the quality of student understanding.

When curriculum areas were evaluated in regard to strengths and weaknesses of particular schools, reading was listed as an area needing improvement. The most concern expressed was for reading in secondary schools. Interest centered on helping the student develop ability to read both general and specialized material and to interpret what he read.

Interviews with persons working in the secondary schools and in colleges reveal that substantial progress has been made by students in their ability to write. More than likely, the emphasis by James B. Conant[3] placed on students' writing an average of a theme a week has made an impact on the curriculum of English language arts. Correction of a problem requires recognition and systematic attack as was implied by Conant's proposal.

School faculties regard the ability to read with understanding as a basic educational goal. A questionnaire completed by 1,161 staffs of schools in the State asked for a listing of the three or four most important characteristics of a high school graduate. The responses to the question were divided into four categories. In rank order of the number of responses, a graduate of a high school should have acquired basic skills and have adequate preparation for citizenship. The next two categories in order were preparation for economic efficiency and the development of personal values. In the skills category, skill in communication and in reading accounted for the majority of the responses.

The ability to read with understanding is a major goal of the educative process. Teachers would like to achieve this goal with a larger number of students. Students can learn to read well by reading more and by using what they read to further understanding.

5. **The Commission recommends that each teacher at every level of schooling function as a teacher of reading; and that the product of reading instruction be aimed at the development of intellectual power, the ability to acquire new knowledge independently, and to apply this knowledge to new situations and problems.**

To accomplish the intent of the preceding recommendation, it is suggested that all teacher preparation, both pre- and in-service, focus more formally on the teaching of reading. In addition to the kind of in-service training in local school administrative units, there is apparent need for the State Department of Public Instruction to initiate a systematic plan for strengthening reading programs. Such a two-pronged attack, one through self-study in local schools, the other through State leadership, could improve substantially the quality of reading instruction in all schools in the State.

Health Education

The definition accepted by the World Health Organization states that health is a state of complete physical, mental, and social well-being and not merely the absence of disease or infirmity. The ideal state of health requires education of the individual to strive for this goal. Much depends upon the individual assuming responsibility for this objective.

Physical and mental health are recognized as prerequisites for successful work by children in school. Therefore, the maintenance and promotion of good health and good health practices can be encouraged best through organized health education in the school curriculum. The long range goal of health education, including services, is to promote a healthier generation of young adults and future parents who can produce healthier children.

The school health program contributes to the total health needs of children. Major goals or essential elements of this program include the following:

To provide health instruction for healthful living and to motivate students to accept progressive responsibility for their own health.

To provide a planned approach to sex and family life education in which young people achieve understanding of themselves and their future roles as men and women.

To provide a screening program for finding defects which hamper learning and to facilitate early correction of such defects.

To provide for a program of physical education which is vital to the well-being of the child.

To provide a school environment which is safe and conducive to healthful living.

Every school has a health program. The first step would be to evaluate the existing program and determine how well it is meeting the needs of the students. Planning at the State level is required to assist local schools in achieving maximum results in their programs. At the present time, responsibility

for the development of a comprehensive, statewide program in school health is shared by the State Superintendent of Public Instruction and the State Director of Public Health.[4]

The Commission's Advisory Committee on Health Services reported that there is great need for a better definition of

standards and responsibilities within the school health program. Therefore, certain organizational changes should be made to strengthen school health programs at both the State and local levels. Proposals regarding these changes are given in another chapter of this report. Adoption of these procedures for reorganization should facilitate the improvement of health instruction in schools.

Health education should provide a broad base of information, concepts, and skills upon which students evolve their understanding of good health. The educational program should encourage students to accept progressive responsibility for their own health and to encourage healthful living in the fullest sense. Efforts to improve health education have resulted in fragmented programs due to varying interest and support on the part of responsible officials at local, State, and federal levels. Changing conditions within the society itself, in particular in the health professions, make it necessary for the schools to assume a larger role in promoting and maintaining good health among future citizens. Health instruction is needed which motivates students to accept more responsibility for their own health earlier.

6. **The Commission recommends that a required sequential curriculum in all areas of health, physical education, and safety be developed for grades K-12.**

It is suggested that a special group composed of professionals from the disciplines of health, education, and the social sciences be designated to guide this curriculum development at the State level. This curriculum should include family life education and principles of dental health.

Physical Education. The development of health education which is based on a sequence of expanding concepts, skills, and attitudes is needed also in physical education. To implement the above recommendation the Commission recognizes the need for further development of the required physical education program for grades K-12. A special inter-disciplinary advisory committee composed of professionals from health and education should be utilized to direct development of the State course of study. This required sequential program in physical education should be adaptable to the individual needs of children with specific health problems. Consideration should be given to the essential elements of physical education, such as time, program, personnel, space, and equipment. Each child should have a minimum of thirty minutes of physical education daily, within the school day and at appropriate times. Each child in the elementary school should have access to a planned, sequential program of physical education; and to special programs, such as demonstrations, tournaments, field days; and limited experience in preparation for sequential intramural sports activities. Physical education classes in secondary schools appear to be appropriate to the students' requirements. However, provision should be made for the participation of all students in sequential intramural sports activities, grades 7 through 12. Adaptations should be planned for children with specific health problems.

Of equal importance to the time and to the type of program is the teacher who carries out the plans. Often the teacher in the elementary school is not prepared to function as an instructor in physical education. It is proposed that qualified specialists in physical education be provided to work with teachers in strengthening the quality of the program. Teacher aides could contribute to some aspects of the program. Teacher preparation programs could contribute to the awareness and appreciation of the role of physical education in the school. Professionals from relevant disciplines should participate in pre-service and in-service programs for teachers.

Most junior and senior high schools have or are planning for adequate facilities. More funds are needed in every elementary school for developing and maintaining indoor and outdoor teaching stations for physical education. Indoor teaching stations should include a gymnasium in addition to multi-purpose areas, classrooms, stages, corridors, and other usable spaces. Outdoor teaching stations should include a hard surface area (quickly accessible after rain), apparatus

area, games area, net games area, diamond-type games area, and field games area. Special equipment and instructional supplies are needed for a program of physical education in grades K-6. Certain standards as to safety and construction of equipment should be met and maintained.

Family Life Education. Organized family life education exists in some schools in various parts of the United States. A few programs are underway in North Carolina public schools. Neill Scott considers the lack of sex education a major problem in the State.[5]

Unwanted children born in North Carolina each year represent nearly 10 per cent of all live births. Scott estimates that there will be nine thousand illegitimate births in the State during 1968 and indicates that many more are legitimized by a marriage ceremony likely to be dissolved at a later date. The magnitude of the problem is that one out of every eight babies born in the State this year will be illegitimate and that most of them will be born to girls under 20 years of age.

Proposals have been made that public schools provide special instruction for high school girls who are pregnant to assure better health and social living for both the mothers and babies. During the ten-year period, 1956-65, Rosemary Kent reported that North Carolina girls under age 15 gave birth to 3,771 babies.[6] Second babies were born to 170 of these girls; a few had three children before they had become 15 years old. During the four years, 1962-65, 224 North Carolina girls married before they were 15 years old. Marriages of girls, 15-19 years of age, have increased from 14,478 in 1962 to 19,953 in 1965. First babies for this age group almost duplicate the number of marriages reported. Approximately one-fifth of the number of births in the State during the period 1956-65 were by teenage mothers.

Increasing numbers of births to teenage mothers and the high percentage of babies born who are illegitimate are but two of the more visible aspects of the problem. Practically all communications media are capitalizing on man's sexuality. The divorce rate for the general population has leveled off at about 25 per cent; however, the rate for those who marry during their teen years is nearly 50 per cent. Venereal diseases have been increasing steadily since 1956, particularly among teenagers. Reliable sources indicate that the number of illegal abortions is greater than that of illegitimate births.

Many groups and agencies have recognized the problems related to inadequate sex education and are pushing for action on them. Most agree that some solutions should come from within the public school curriculum. Scott has outlined a program of sex education for junior and senior high schools. Kent stated that more and earlier emphasis is needed and that parents and educators should realize that sex information is not sex education.

The report of this Commission supports the concept that sex education should be an integral part of the total school curriculum, grades K-12. The content of such a program at any one level should be appropriate to the age and development of the students involved. Sex education is concerned with more than the physiologic processes of reproduction. It involves the development of responsible interpersonal relationships, such as those of parent-child, friendship, courtship, and marriage.

7. **The Commission recommends that the State Board of Education set policies which recognize the need for a program of sex and family life education in the public schools, grades K-12, and that the development of programs be encouraged and supported to the extent that each school administrative unit can begin or expand such programs as rapidly as school staffs can implement them.**

In the implementation of this recommendation, it is suggested that such programs become part of the total curriculum rather than be organized into separate courses. Areas through which sex and family life education may be realized are English, health and physical education, life sciences, social studies, and home economics. No doubt the preparation and

continuing preparation of teachers will focus on this area of the curriculum. Attention is directed to institutions of higher learning in the planning of content courses for teachers. Both the colleges and school administrative units should develop cooperatively in-service programs designed to implement the policies set by the State Board.

Recreation Space. The needs of youth, investment of public funds, and the expanding demand for more and more recreation space require maximum use of school facilities.

8. **The Commission recommends that all tax-supported and community-sponsored agencies plan cooperatively for the development, use, and maintenance of recreation space.**

Health Standards for Buildings. A safe and healthy school environment contributes to the well-being of all school children and personnel. Boards of Education, utilizing advisory groups, should develop and facilitate uniform health standards for the physical plant and its maintenance. All new construction should be designed to meet existing rules and regulations which refer to fire, structural safety, sanitary inspecting, and food handling, and to accommodate handicapped students.

9. **The Commission recommends that uniform health standards be developed and maintained in all school plants.**

The Fine Arts

The arts hold a mirror to life and reveal some common elements of humanity. Experiences in the fine arts develop in children an awareness of creative self-expression. They also offer children opportunities to be creative and to participate in the process of self-expression. It is desirable that each child experience some pleasure and success in the arts. The reassurance which comes from expressing one's self through these media is important in the development of a human being. Arts education should help children to appreciate more deeply and to become more perceptive.

Music, visual and manual arts, creative writing, literature, and dramatization are aspects of the educational program in the arts. These elements of the school curriculum should pervade the total program. At the present time, art and music comprise the scope of the arts in the public schools in the State. Experiences in creative writing, literature, and dramatization are adjuncts of classes in English and the language arts.

Many schools in the State are aware of the importance of creativity and offer students opportunities and guidance in its development. Responses to the questionnaires of the Commission indicate that teachers and administrators believe that the program of art and music must be strengthened immediately, especially in elementary schools. Such strengthening would require seeding and nurture for extension in scope and quality.

Impetus for the development of the fine arts in North Carolina exists at the State level. In 1947 the State legislature was the first such body to appropriate funds (one million dollars) for the purchase of art. The North Carolina Museum of Art now houses a collection valued at eight million dollars derived from appropriations and gifts. Each year the North Carolina Symphony performs for thousands of school children. The Shakespeare and Carl Sandburg Projects have brought praise from students who recommend additional such experiences for others. The Governor's School and the North Carolina School of the Arts both encourage and provide advanced instruction in the arts.

Generally, art and music education in the public schools is encouraged but specific support is lacking. The State does not allot art or music teachers categorically. Yet, it does encourage programs through uniform provisions for instructional supplies, services of state supervisors, certification requirements, and curriculum materials. Better programs for students in art and music exist where local tax money is available. Most city administrative units have art and music education whereas an estimated 70 per cent of rural schools have no program.

During 1967-68 there were 375 art teachers or art specialists in 90 of the 160 school administrative units, a 28 per cent increase over the number employed in 1966-67. The ratio of teachers to students was 1 to 3,200. Several school units were served by one art specialist while other units had as many as 57 specialists. Over one-half (52 of 100) of the county school units employed art specialists last year while almost two-thirds (38 to 60) of the city units employed art specialists.

Leadership in developing art and music education is a crucial factor to be considered in future planning. Existing State and local staffing is inadequate. For example, in the grades 1-12 program during 1967-68, the State Department had one State supervisor of art and seven local art supervisors. Music programs were better staffed in that there were four State supervisors of music and 39 local music supervisors. Last year there were 1,200 music teachers in the State.[7]

The assumption that elementary teachers are prepared, by talent or training, to teach art and music is erroneous. In a recent study[8] it was found that 26 per cent of the elementary teachers had no college instruction in school arts; 71 per cent had no art history instruction in college. Although six semester hours in music education are required for certification, it is recognized that this does not insure teacher competency for a minimum program.

Instructional specialists in art and music, to be competent, must take additional college work in their areas in order to qualify for the demands of their jobs. School administrative units do not have the specialists or consultants employed who might strengthen or establish programs through in-service training of teachers. A State supervisor of art and four supervisors in music cannot accomplish the goals of a minimum program in art and music for pupils.

Response to the Commission's "All Schools Questionnaire," which was completed by teachers and principals in 1,161 schools, indicated that the fine arts curriculum is a weak area, especially in the elementary schools. In another survey,

superintendents indicated a great need for special teachers in this area. They reported that the provision of instructional specialists in art, music, and physical education merits immediate attention in order to improve the curriculum of elementary schools. The Commission has received numerous letters from individuals and resolutions from groups supporting the establishment of the fine arts as a curriculum area in all schools.

10. The Commission recommends that art and music education be established in the public schools of the State in all grades.

The services of consultants or instructional specialists in art and music should be provided to all school administrative units and priority in program development should be in the elementary schools. These arts or music specialists should work with staffs of elementary schools to develop minimum programs and with teachers to upgrade the teachers' instruction in music and art. The designated sequences of art and music instruction in junior and senior high schools require teachers who excel in their fields and those who can make appreciation courses exciting and relevant for students. These instructional specialists should assist in the selection, purchase, and use of instructional materials and equipment for the art and music programs.

Summary

Curriculum development is a process. To achieve valid curriculum change in North Carolina public education, the Commission proposes to enhance the process through efforts in the local schools and school administrative units. Certain goals should be established by the State Board of Education, the people of the State, and the education profession.

To facilitate curriculum development which benefits the children and youth of North Carolina, the Commission made recommendations summarized below:

That curriculum development be suitable for the learners, their need, interest, and ability.

That the plan of separate elementary, junior high, and senior high schools be established in the State.

That the educational programs of junior and senior high schools be comprehensive.

That proper articulation occur at and among all levels of institutions and agencies concerned with public education.

That demonstration schools and centers be designated to strengthen continuing preparation of teachers.

That the Innovation School Project be adopted.

That each school administrative unit secure leadership and supportive services for school faculties which assist teachers in achieving strong and excellent instructional programs.

In addition to the recommendations about curriculum development on the local school level, need was presented for special emphasis on certain curricular areas on a statewide basis. The Commission recommends special emphasis on the following:

That at every level of public education, the product of reading instruction be aimed at the development of intellectual power.

That, to further the assumption by future citizens of responsibility for their own and community health, a required sequential curriculum in all areas of health, physical education, and safety be developed for grades K-12.

That the State Board of Education set policies which recognize the need for a program of sex and family life education in grades K-12.

That education in music and art be firmly established in the public schools of the State, especially elementary schools.

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Chapter 4

Human Values and Education

Men who search for meaning know that it is difficult to uncover the central values of an age or to discover the ruling spirit of a people. The difficulty is intensified in a dynamic, uncertain society—a society witnessing great advances in scientific thinking and technology. These advances are bringing about rapid changes in individual lives and in the social order. Accompanying these rapid changes are claims of the collapse of many ideals and values. The problems may be related more to the rate of change than to change itself.

In which direction shall the society move? There is a temptation to cling to the old values in the face of the new technology, but the result is often frustration. There seems to be an awakening throughout the nation that much of the old order is passing. As Americans accept the idea of changing to a more vital and more meaningful future, they are forced to choose what shall survive and what must be abandoned.

The lag between the rates of social and technological changes in society has contributed to confusion and tension. In a dynamic society, with a wide range of opportunities and choices, Americans face many decisions. There seems to be confusion about the process of imparting values from one generation to the next. Living in the present social order places great demands on the resources of the mature adult. Growing up and formulating values can be a problem indeed to children and youth today.

The questions of values are the most difficult as well as the most important questions of education. In past ages, conscientious men and women have struggled to make the best that they could discover and believe and experience a reality. Whatever may have been the agreement in the past, there is not now a consensus in society as to what values are essential and as to how the school should engage in developing values.

Amid this diversity there has been one theme, often renewed. It has been the theme of being a person in a human community. Indeed, if the word "right" is understood in the double sense of what is right for the individual to do and

become and what is right for the individual to possess, the history of Western values has been a history of "The Rights of Man." It has been a continuing account of the rights and responsibilities of the person in a society in which institutions exist for the individual.

It may be impossible to define precisely the goals and values of public education. However, a statement is made in this chapter regarding a basic position on enduring values, some

definite values implied in that position, and some means for developing these values in the public schools.

Basic Position. For the public schools in a democratic society, the most fundamental concern is for the centrality of persons. Consequently, there is emphasis upon self-direction, balanced with the ability for cooperative effort. There is, further, the need for persons to learn how to respond intelligently to the demands of problems facing the individual and his society.

Specific Values. While the above position represents the needs of the individual, there are more specific values that directly concern the schools in a democratic society. These might be stated as respect for self, respect for others, and respect for the human community. Self-respect is the feeling that an individual has a place, that he is worth something, and that he has rights and responsibilities simply because he is human. Such self-respect is related to respect for others and for society, for a person cannot gain self-respect unless he respects his fellowmen.

What other values are required if a person is to achieve human respect? What other values necessarily follow from such respect? The values by which men live in a democratic society are too significant to be characterized in a few words. However, the following ones seem to be essential and legitimate concerns of the public schools.

Valuing integrity. The integrity of the individual, which leads to and follows from self-respect, respect for others, and for the human community, includes various elements. An individual realizes that love as understanding, kindness, and giving of one's self, is a value that is important in self-respect and respect for others. Other elements include being honest with oneself and with others, possessing morals by which one lives, being trustworthy and reliable, and understanding the consequences of such actions.

Valuing democratic ideals. One does not have to agree with specific social policies to recognize that the public schools in a democracy have the duty to develop in individuals appreciation for democratic principles. This includes patriotism, a commitment to democracy as American citizens, and devotion to one's country. There should be a fundamental dedication to equality of opportunity and to justice and freedom for all. Because the United States is one nation in the midst of many, loyalty to democratic ideals entails a concern for peaceful settlements of conflicts and the right to self-determination.

Valuing a search for truth. All who study should be imbued with a respect for seeking valid answers and solutions. Such a search requires many qualities which vary from field to field; but the qualities, as the search itself, are clearly recognizable.

Developing Values in the Public Schools

As society has grown increasingly complex, the teaching of specific values in the public schools has become more difficult and controversial. Many educators have explained that the primary role of the school is to emphasize the content of subject disciplines. Few would deny the positive contribution of this position, but it may be used in some instances to sidestep the task of imparting human values.

Although for most children the influence of the home is wholesome, not all children have adequate support from the family in the formation of values. Certain factors related to relocation of families, absent parents, or deprivation may weaken the home's contribution to the formation of values. The church, along with the home, is concerned with value-formation in youth. Yet, less than one-half of all children are in active contact with churches, and then for less than an hour a week. Relatively few are actively engaged in community programs sponsored by youth organizations.

The home and community are joined by the school in the development of values. The school should become an important institution in fostering the child's development of values. A child spends many hours in school where he interacts with

other children and adults, often from diverse backgrounds. Since the school represents a larger universe than the family, the school setting may give a child an opportunity to gain perspective and to examine his values. The school, rather than the family, is likely to contribute somewhat more objective experiences to the life of the child.

Assuming that the school has a major responsibility in the teaching and development of a system of valuing, the question is one of how schools in a democracy can help students develop values.

One approach to the teaching of values has proved to be of little effectiveness. Many attempts have been made to persuade children to accept predetermined values by establishing and enforcing rules and regulations, often through memorization of materials and limited choices of action. In the past, this approach, reinforced by the home, had some effect on the formation of values. But today such an approach does not seem to produce the development of meaningful attitudes and values. The traditional approaches have relied on indoctrination rather than on the process of helping the child to develop a personal value system which could be functional in an unfamiliar social order.

Values are enmeshed into a way of life, and it is difficult to describe them as dichotomies of right or wrong, good or bad, true or false. Values operate in situations which reflect a multitude of forces. Each individual is different and comes to an event with different experiences. Because values differ from individual to individual and from group to group, schools should be very concerned about the processes that are effective in developing sound values or a valuing system.

In helping a child to develop a valuing process, the school should encourage him to make choices and weigh alternatives with an understanding of the consequences of his choices. A primary focus would be on helping the student clarify what he values. The development of a process of establishing a value system should promote a sense of values; and if systematically accomplished, it would provide a suitable structure or framework in which the individual could operate.

One approach to helping students develop a process of valuing has been described clearly by Louis E. Raths, Merrill Harmin, and Sidney B. Simon.[1] The following seven factors describe one way to approach the process of valuing.

Choosing freely. If something is in fact to guide one's life whether or not authority is watching, it must be a result of free choice. If there is coercion, the result is not likely to stay with one for long, especially when out of the range of the source of that coercion. Values must be freely selected if they are to be really valued by the individual.

Choosing from among alternatives. This definition of values is concerned with things that are chosen by the individual and, obviously, there can be no choice if there are no alternatives from which to choose. It makes no sense, for example, to say that one values eating. One really has no choice in the matter. What one may value is certain types of food or certain forms of eating, but not eating itself. We must all obtain nourishment to exist; there is no room for decision. Only when a choice is possible, when there is more than one alternative from which to choose, do we say a value can result.

Choosing after thoughtful consideration of the consequences of each alternative. Impulsive or thoughtless choices do not lead to values as we define them. For something intelligently and meaningfully to guide one's life, it must emerge from a weighing and an understanding. Only when the consequences of each of the alternatives are clearly understood can one make intelligent choices. There is an important cognitive factor here. A value can emerge only with thoughtful consideration of the range of the alternatives and consequences in a choice.

Prizing and cherishing. When we value something, it has a positive tone. We prize it, cherish it, esteem it, respect it, hold it dear. We are happy with our values. A choice, even when we have made it freely and thoughtfully, may be a choice we are not happy to make. We may choose to fight in a war, but be sorry circumstances make that choice reasonable. In our definition, values flow from choices that we are glad to make. We prize and cherish the guides to life that we call values.

Affirming. When we have chosen something freely, after consideration of the alternatives, and when we are proud of our choice, glad to be associated with it, we are likely to affirm that choice when asked about it. We are willing

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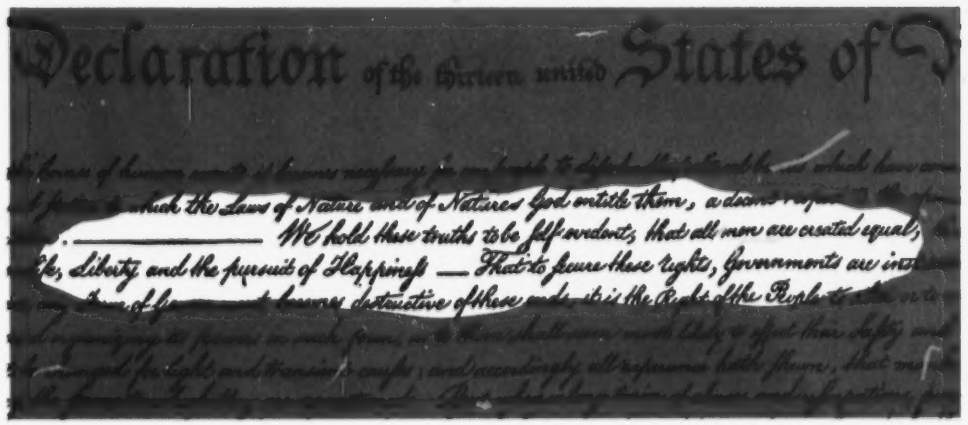
Rebekah. Ursula. Ousby: Sampler.
Aged. Twelve. Years. Raleigh.


Declaration of the thirteen united States of
We hold these truths to be self-evident, that all men are created equal,
Liberty and the pursuit of Happiness — That to secure these rights, Governments are

to publicly affirm our values. We may even be willing to champion them. If we are ashamed of a choice, if we would not make our position known when appropriately asked, we would not be dealing with values but something else.

Acting upon choices. Where we have a value, it shows up in aspects of our living. We may do some reading about things we value. We are likely to form friendships or to be in organizations that nourish our values. We may spend money on a choice we value. We budget time or energy for our values. In short, for a value to be present, life itself must be affected. Nothing can be a value that does not, in fact, give direction to actual living. The person who talks about something but never does anything about it is dealing with something other than a value.

Repeating. Where something reaches the stage of a value, it is very likely to reappear on a number of occasions in the life of the person who holds it. It shows up in several different times. We would not think of something that appeared once in a life and never again as a value. Values tend to have a persistency, tend to make a pattern in life.

Specific attitudes and understandings about the learning process and the learning situation are vital to make the educational experience meaningful and productive. The importance of the individual and his special needs should be a fundamental focus for the entire school program. Many of the basic concepts, understandings, and skills are general and common to all students; but each individual should have an education that meets his particular needs, abilities, and potentialities. For example, if more effective individual instruction or better provisions for individual differences is desired, the teachers and materials should be organized in ways to accomplish this. If a wide range of course offerings for secondary students is desirable, then secondary schools should be organized to provide them.

In the learning situation the student should learn to deal with stress and necessary pressures. The teacher should be sensitive to pressures that surround a child and his abilities to handle them. The elements of competition exist and are desirable in certain learning situations. The teacher has the delicate task of sensing when the appropriate balance between competition and cooperation is achieved.

The development of critical thinking or the ability to solve problems effectively and imaginatively should be the major concern of all educational levels. The desire to learn, to inquire, and to discover is prerequisite to effective living in a democratic society. Too often the instruction in schools is overly concerned with the surface information in the various disciplines. Learning how to learn may be critically important for the child's future years.

The Recommendations

The foregoing considerations have served as a guide for the following recommendations to those who teach and direct North Carolina schools, prepare teachers, and support public education.

11. **The Commission recommends that the development of a valuing process be an integral part of every course, activity, or experience in the curriculum of the public schools in North Carolina.** The valuing process should be taught consciously and systematically. The teacher in every situation should help a student see alternative possibilities and should encourage him to make decisions for himself. In the final analysis, what the teacher exemplifies as a person is the most important determinant of values taught.

12. **The Commission recommends that the importance of the individual and his differences become a major concern of every aspect of the total school program.**

13. **The Commission recommends that the development of critical thinking become a major goal of public education.**

14. **The Commission recommends that a balance between**

competition and cooperation be maintained in every classroom. The maintenance of a democratic society is dependent upon competition and cooperation. How to achieve the development of a healthy respect for both is a matter which has to be worked out in each classroom by the teacher. No undue stress or competition should be encouraged.

Implementing the Recommendations

There are many ways in which these four recommendations may be carried out. However, the following proposals are enumerated as specific recommendations to persons of responsibility in public education. Therefore, to the teachers and administrators of the State's schools, the Commission makes the following specific recommendations:

15. **Student participation and discussion in the classroom should be encouraged.** Students need the freedom to express ideas and the time to discuss these ideas in order to develop their own systems of values. If the classroom is dominated by one person, and if controversy is minimized, there is little opportunity for the student to share, defend, and evaluate his beliefs and those of others.

16. **Many opportunities should be provided to allow individuals to interact with students from varying social, cultural, economic, racial, and religious backgrounds.** Systems which assign children on the one basis in all grades and subjects tend to make this interaction difficult or impossible.

17. **Problem solving and inquiry as methods of instruction should be encouraged.** This approach to the teaching-learning process promotes the development of critical thinking and contributes directly to the development of the valuing process.

18. **The resources of the community should be utilized by the school.** Persons with various competencies, concerns, and backgrounds should be encouraged to present information or points of view. Field trips should be encouraged to provide direct experiences.

19. **Instructional media such as books, films, tapes, recordings, etc., and facilities which would help students develop value systems should be made available to all teachers.**

20. Values are taught in all subjects to some degree, intentionally or not. The Commission is not recommending that a specific course on human values be taught. **However, it is recommended that school administrative units be encouraged to develop experimental courses in such value-laden courses as the humanities (world history, world literature, and ethics) to determine their unique contributions to the valuing process.**

21. **The establishment of a statewide public kindergarten system should be given top priority.** The early years are the critical years in the development of the concepts of self-respect and responsibility. Public kindergartens are mentioned here because of their potential for developing values.

22. **Opportunities should be provided for boys and girls to have educational experiences under the wise guidance of both male and female teachers.** Competent adults can serve as models for young boys and girls to admire, and such adults are influential in the development of children's value systems.

If values are to be taught effectively in the public schools, certain functions must be performed in the pre-service programs of teacher education. The Commission makes the following recommendations to persons concerned with teacher preparation.

23. **Teacher education institutions are encouraged to place emphasis on the process of developing human values in their programs.** Consideration should be given to how these values could best be taught at various levels according to the growth and development of the child.

24. **Opportunities should be made in programs for prospective teachers to have contacts with various groups of students and teachers.**

25. **Institutions providing programs in teacher education should initiate experimental programs in the teaching of a valuing process with substantial support, financial included, from the State Department of Public Instruction.**

26. **Every school administrative unit should be encouraged to create and provide in-service education for teachers in the area of human values. The program could be cooperatively planned by the State Department of Public Instruction and individual school administrative units.**

27. **A provision should be made through the establishment of a representative committee independent of, yet cooperating with, the State Board of Education to provide continuing dialogue concerning the development of the valuing process of the public schools.**

Every effort should be made to establish and keep channels of communication open among the personnel of public schools and other agencies in the State and nation concerned with youth and the teaching of human values.

28. **The Commission recommends that the public schools and other concerned agencies seek to know and understand each other's programs in order to achieve effective cooperation.**

The Commission proposes that the above recommendation be considered for appropriate action by boards of education.

29. **The Commission recommends that the State Superintendent of Public Instruction broaden the scope and coordination of the Special Services Department, Athletics and Activities Division, to encompass the recommended program between the public schools and other agencies concerned with the teaching of human values.** This change in the responsibilities of the Athletics and Activities Division would be enlarged then to include not only athletic activities, but also activities in other fields of interest, such as creative arts, vocational explorations, and other types of activities sufficient to meet the needs of all children. If such reorganization of the present division is not possible, then consideration should be given to the creation of a new division at the State level to handle this program.

30. **Local school boards are encouraged to appoint a school representative to local community planning councils which exist in many communities and which are being created in others.** The school representative should be charged with being a contributing member of a council, gathering current information concerning other agencies, imparting necessary information about schools, and reporting the content of meetings to the superintendent and principals.

31. **Local school principals are encouraged to appoint a Community Resource Coordinator, either a faculty member or a volunteer.** This coordinator would be charged with gathering information about local community agencies and maintaining a central file on these agencies. The administrative unit's representative on a community planning council could pass pertinent information through designated channels to the individual Community Resource Coordinators. Information could be disseminated at the State level.

32. **In cooperation with State and local Coordinators of Community Resources, agencies could share in the orientation of school personnel to the resources of the various communities.**

33. **Steps should be taken by local boards of education to enable those agencies that primarily serve youth to use auxiliary services of public schools when these facilities are not being used for school activities.**

Summary

While it may be impossible to define specifically the enduring values to which good men have adhered through the ages, the Commission believes that it is important to the future of mankind that the schools become involved in the process of helping students develop sound values for themselves.

Life in the twentieth century offers more opportunity to the State of North Carolina and the United States, and promises greater development for the rest of the world, than has been offered in any previous era. Occurring with this promise of abundance is the challenge for people to work out human values which are compatible with a democratic way of life and which will sustain and enrich human life on the earth.

This endeavor is not unique to present society. Many other generations have adjusted to a society in a state of change. Americans adjusted to life on a forbidding frontier, and a new spirit of democracy arose from this experience. The Industrial Revolution brought about a change in human relationships, and individuals learned to adapt their system of values to changing conditions. What is unique for the present generation is not change, but the rate of social change.

The Commission recommends to all concerned with public education in North Carolina that every aspect of the educational program of the public schools contribute to the development of values.

The Commission makes these recommendations to further this goal:

That the importance of the individual be a major concern of the schools.

That critical thinking by students become a major educational goal.

That in every classroom there be maintained a balance between competition and cooperation.

The implementation of these recommendations will require action on the part of teachers and administrators in the schools, teacher training institutions, and both local boards and the State Board of Education. Specific recommendations have been made for action by these groups in implementing the major recommendations noted above.

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Chapter 5

Early Childhood Education

The education of the young child is a national issue. Debate centers not on when young children should be taught, but on what and how they should be taught.

The Commission believes that programs should vary according to the characteristics of the children being served and the needs of communities. In some instances the learning activities will attempt to compensate for deficiences in the environments of children. Most programs will concentrate on providing experiences, activities, and materials which will develop the potential of young children. Experiences in learning readiness will be aimed at building a sound beginning for all future education. Children will be taught as individuals. Technological devices and aids will be used when indicated by the child's need and the teacher's plan. Aides will assist the teacher and work with the children, frequently in one-to-one relationships. Parents will help develop and support goals for their children.

The concepts just mentioned are elaborated upon in this chapter. The first section is concerned with daytime programs for children. The second section discusses public school education for five-year-olds and presents a program of kindergarten education as one of the Commission's major recommendations. The final section of the chapter presents new directions for early childhood education and a major recommendation for a continuous learning program for children, ages five through eight.

Daytime Programs for Children

Daytime programs include such facilities as child development centers, day care centers, day care nurseries, nursery schools, family day care homes, certain Head Start programs, and kindergartens. These programs are in session for periods ranging from two to twelve hours daily. Some provide care before and after school hours. Some are open during the summer months and on Saturdays during the school year.

How many daytime programs currently exist in North Carolina? A conservative estimate places the number at 2,000

facilities caring for six or more children. About 800 of these facilities house kindergarten programs. However, only 107 schools offering kindergarten are listed in the *Directory of Approved North Carolina Nonpublic Schools*, published by the State Department of Public Instruction for 1967-68. Thus, only about 13 per cent of the kindergartens in North Carolina are on the approved list of the State Department of Public Instruction.

The demand for daytime programs for both child care and educational purposes is growing. By 1970 North Carolina will have nearly 600,000 children under six years of age. Projections indicate that 60 per cent of the mothers of these children will be employed outside the home. By 1970 approximately 360,000 children under six will require some day care other than by their mothers.[1] The well-being of children cared for in settings other than their homes is a continuing concern of the State. The type of care they receive will do much to shape their own lives. The quality of that care will affect the general quality of life in North Carolina.

All daytime programs have certain basic goals in providing the child with care, enriching his life, and supplementing family living. They may emphasize health, educational, or social services. Common elements of housing, staffing, and types of activities are easily identified as to quantity and quality.

Certain standards regarding each of these elements should be met to protect the best interests of children. The building and its equipment should be safe and appropriate. Staff members should be qualified for their specific responsibilities. Activities pursued by children should be appropriate for their growth levels and their interests.

No one program or pattern can be prescribed to satisfy these requirements. It is highly desirable that each individual program's purposes and policies be defined. Nevertheless, it is a public responsibility to require certain standards and to see that the standards are maintained.

The State Department of Public Instruction has adopted procedures for establishing approval of schools for young children. Once approved, requests for renewal of approval should be made every two years. Although the number of approved programs has increased more than 50 per cent over the four years prior to 1967-68, the proportion of programs on the approved list—as may be noted above—is still very small. This particular division of the State Department of Public Instruction is understaffed, and some requests for approval are as old as two years because an evaluation visit has not been made. On the other hand, an unknown quantity of the programs could not qualify for approval.

34. The Commission recommends that the State Department of Public Instruction continue to maintain and strengthen standards in programs for children under public school age.

To safeguard the future interests of children and the public, the State needs to consider publicly supported educational programs for children three and four years old. Such a statement may seem illogical from some standpoints because North Carolina does not as yet have a statewide public kindergarten program. Nevertheless, the Commission believes that the time has arrived for a systematic study of the problem.

35. The Commission recommends that the State Board of Education study the feasibility of establishing programs for children three and four years old as a part of the public school system.

A Public School Program for Five-Year-Olds

There is little doubt that North Carolinians are ready to support the extension of their public school system to include five-year-old children. When the State adopted the twelve-year program in the 1940's, the debate included the need for the additional year to be a program of kindergarten education.

Although the kindergarten year was not added, the program has had increasing support since that time. Currently, the importance of the early years of childhood and the unique contribution of an early educational program are clearly recognized.

The Commission found widespread interest in public kindergartens. The issue was raised frequently in public hearings. The news media responded with wide coverage of the topic. Educators at every level of responsibility recommended that a public kindergarten program be inaugurated. More position papers were written for the Commission on kindergartens than any other subject except on the topic of human values. Two of the Commission's advisory committees placed high priority on the need for establishing a statewide public kindergarten program.

Nationwide data on public school enrollments in the fall of 1966 indicated that North Carolina was one of three states without state-supported public school kindergartens. The other two states were Mississippi and South Carolina. Two years earlier North Carolina was one of seven states without state-supported public kindergartens.

According to nationwide surveys by the United States Office of Education, the kindergarten enrollment in the fall of 1966 was equal to 59.8 per cent of the first-grade enrollment in the United States. At the beginning of the sixties, 50 per cent of five-year-old children in the United States were enrolled in kindergarten. Fifteen years before, 20 per cent of the children in that age group were enrolled.[2]

In 1960 the White House Conference on Children and Youth recommended:

> That kindergartens be made an integral part of the tax-supported public school systems in all communities, and that state departments of education be authorized to extend public education to include nursery schools.[3]

The Education Commission of the States, in May, 1967, endorsed early childhood education as a top priority educational need.[4]

The Situation in North Carolina

During the school year 1967-68, nearly 10 per cent of the State's pre-schoolers were in classes supported by federal funds in public schools. According to information obtained from the State Department of Public Instruction, 24 of the 160 school administrative units were operating these programs. Seventeen of these were among the 60 city units and seven among 100 county units. The State Planning Task Force indicated that 3,087 children were enrolled in year-round Head Start classes in 1967-68. The previous summer, 22,460 children were enrolled in Head Start programs.

School administrative units may legally utilize local supplementary tax funds for kindergarten programs. However, only a few do; and the amount of money involved is quite small. With a local tax supplemented by other funds, Roanoke Rapids City Schools is operating kindergartens for all its five-year-old children.

The North Carolina Kindergarten Association estimated that between 15 and 18 per cent of the State's five-year-old children were enrolled in private kindergartens in 1967-68. Thus, it may be seen that a pattern of kindergarten education has emerged in North Carolina which provides, on the one hand, for the children of parents who can afford private education. On the other hand, federally supported programs provide for the children of the very poor. With few exceptions in a few localities, the great middle group of North Carolina's children receive no kindergarten education.

The Value of Kindergarten Education

Ten per cent of the children of this State fail the first grade. The real costs cannot be measured because they extend over a lifetime. The process of dropping out usually begins early in the child's experiences in school. Some of the costs can be measured. For example, 11,336 children repeated the first grade in 1967-68. The dollar cost to offer the first grade again was $4,659,096. A wiser use can be made of the child's time, the school's resources, and the taxpayer's dollar.

A statewide kindergarten program would help alleviate the problems associated with failure. The value of kindergartens includes a better school beginning for each child, the establishment of helpful parent-education programs, the screening of physical and behavioral difficulties, a direct attack on the problem of school dropouts, and an enriched educational opportunity for each child.

The quality of the child's first school year is of crucial importance. Psychological research in learning offers persuasive evidence that a child's intellect is capable of its greatest developmental strides before age six. Conversely, damaging retardation through neglect is a crucial factor to a young child.

Kindergarten education offers an unusual opportunity for parent education. Good schools take advantage of this chance to help parents understand their children, how they grow and learn, and why they behave as they do. The mutual caring and learning about these children by both parents and teachers are the most important ingredients for success.

Educational programs for young children provide a setting for early screening of physical and behavioral difficulties. Authorities in both the medical and teaching professions

stress the importance of early diagnosis and treatment of health problems. There is consensus on the need for physical evaluation prior to school entrance. Moreover, representatives of the medical profession emphasize the relationship of screening for physical defects to intellectual, emotional, and social growth. Physicians, especially, believe the first phase of such a comprehensive examination should occur by the time the child is six months old.

The proper nurture of the young child's development may be the greatest single challenge facing society. By beginning a kindergarten program, the State recognizes that the future of society may depend upon the quality of this commitment to its young.

36. The Commission recommends that the State of North Carolina extend public education to five-year-olds on the same basis that educational programs are established for other age levels (grades 1-12) as soon as possible.

The First Step

The State Board of Education has mobilized its resources to bring the State to the point where great strides can be

taken in accomplishing the above recommendation. Certification of teachers for the primary grades, kindergarten through grade three, is already planned. The State Department of Public Instruction is preparing a revised and greatly expanded guide for planning kindergarten classes in the public schools.

Institutions of higher learning are expanding their programs for preparation of persons to work with young children in educational settings. During the summer of 1968, workshops were held for teams of teachers and administrators from the school administrative units. These teams will provide leadership for their own unit's planning for kindergarten classes.

According to the research of the Commission, many school administrative units are ready to begin kindergarten classes. A survey of superintendents indicated that housing these classes and securing qualified teachers were the greatest difficulties they expected to encounter. Nearly 60 per cent of the 136 superintendents who responded to the survey indicated a preference for a full 180-day school term. Others indicated interest in summer readiness programs supported by the State. Also, interest was indicated in full-year classes for deprived children.

In the survey, the superintendents were asked to indicate how many classes could be established and the number of children who might be included if their units could establish kindergartens in 1969-70. A few superintendents reported that they would plan for all eligible children. Ninety-one superintendents indicated they would open classes and serve 28,980 pupils. This number of pupils is more than one-fourth of the estimated population to be served.

37. The Commission recommends that the State Board of Education set the necessary policies for a two or three phase effort in establishing public kindergartens, with the initial effort being for 25 per cent of the eligible children.

The Program for Five-Year-Olds

What will five-year-olds do in school? The program proposed for these children will depend upon the following factors: curriculum, special services, housing, organization, staffing, and auxiliary services. Certain compromises may be arranged in the initial stages of a new program, but they should not detract from the quality of the child's experiences nor limit his accomplishments. The information given below may be helpful to those who are interested in opening classes. Although much effort has been expended in planning at both State and local levels, the next step calls for detailed planning

of where and how to begin in each school administrative unit in the State.

Curriculum. The program proposed for five-year-olds is geared to individual children. It fosters the child's potential for learning. It helps him learn to understand and live intelligently in his world. Living as a group member in classes helps the child acquire, organize, communicate, and use ideas. He learns to manage himself.

In ways understandable to the child, elements of all future learning are introduced. Although informal, the instructional activities are planned carefully. Classes provide sensory, creative, and intellectual experiences in music, art, language, literature, science, mathematics, and social studies. The materials and tools of instruction used by the children and teachers are appropriate for five-year-olds. These items should meet certain criteria in design, construction, safety, and function.

Special Services to Pupils. A planned program of special services is required to place children wisely in early childhood education programs, to provide guidance for special problems, and to detect and follow up the physical and emotional needs of all pupils. The objectives and provisions of these pupil services are described in the chapter of this report on special pupil services. Special mention is made of the types of services required, especially the need for a pre-school evaluation.

Housing. Facilities for five-year-olds should be within the elementary school when such arrangements are feasible. Elementary schools of the future should be designed to accommodate five-year-olds and to provide space for other groups of primary pupils so that flexible organizational patterns are possible.

Kindergarten pupils require a minimum of 60 square feet for each child located on the ground level of the building. A minimum of 100 square feet for each child is recommended for work and play outdoors. The child's surroundings should be flexible, safe, healthful, spacious, and attractive.

Organization. The program for five-year-olds should become a part of the elementary school, under the administration and supervision of its principal. It is most desirable for the kindergarten class to become the first level of the primary school. Classes of not more than 18-20 students may be organized. When enrolled, five-year-olds should be subject to attendance regulations. For each class, a teacher and an aide or teacher's assistant is needed. In large schools an additional aide for three or four classes would be advisable.

The length of the program should be consistent with the school term with a flexible orientation period to insure a successful entrance for each child. However, schools may consider entering groups two or more times a year.

It is suggested that the child's school day be either three or three and one-half hours. When the school day is longer or double sessions are necessary, rest, snacks, and balanced meals are required. Released time for teacher planning and parent conferences should be provided. The need for supervision and care for some children before and after the school day is recognized.

The benefit of summer readiness and enrichment programs for six-year-olds is recognized, and creative and innovative classes for young children are encouraged. However, these classes supplement, they do not replace the full-year program recommended for five-year-olds. These proposed classes are part of the movement to involve more students from all levels of school in tuition-free or publicly supported summer programs.

Staffing. Teachers should be chosen who relate well to children, recognizing the uniqueness of each child. They should be competent and creative in guiding and stimulating learning through a wealth of informal activities. A broad cultural background and preparation in the behavioral sciences are desirable.

The teacher for kindergarten classes should be certified on the same basis as other teachers, although the major field of specialization is early childhood education. Teacher aides are suggested for these classes. There should be levels of competencies which will require differing titles and salaries as indicated later in this report. The consultants who guide development of kindergartens should be qualified through both preparation and experience.

The immediate need for qualified teachers may be met through a variety of approaches to certification. These approaches are discussed fully in Chapter 14.

Transportation. The provision of transportation is of significant importance to the program's success. Planned on the basis of the local situation, it should be financed on the same basis as it is for other pupils. Special attention should be given to provisions for adequate supervision and safety.

Special Considerations

Establishing kindergarten classes for all eligible children in one year seems impossible. The extension of public education to include kindergarten should be gradual, occurring either in two or three stages. The public should be informed not only of the need for program planning in detail, but also of financial considerations so that support will be adequate.

Traditionally, the State has provided funds for current expense, the services and materials of instruction, and for auxiliary services. Funds for capital outlay generally have come from local sources, although the State has contributed in this area. A. C. Davis, State Controller, estimated attendance for first graders in 1967-68 and 1968-69. In a letter dated November 6, 1967, he stated that:

> Had a kindergarten program been established on a statewide basis and the number of students approximately parallel to those of the first grade and the per capita support from State funds approximately that now provided grades one through twelve, the cost would have amounted to $28,924,000 for 1967-68 and $31,105,000 for 1968-69.

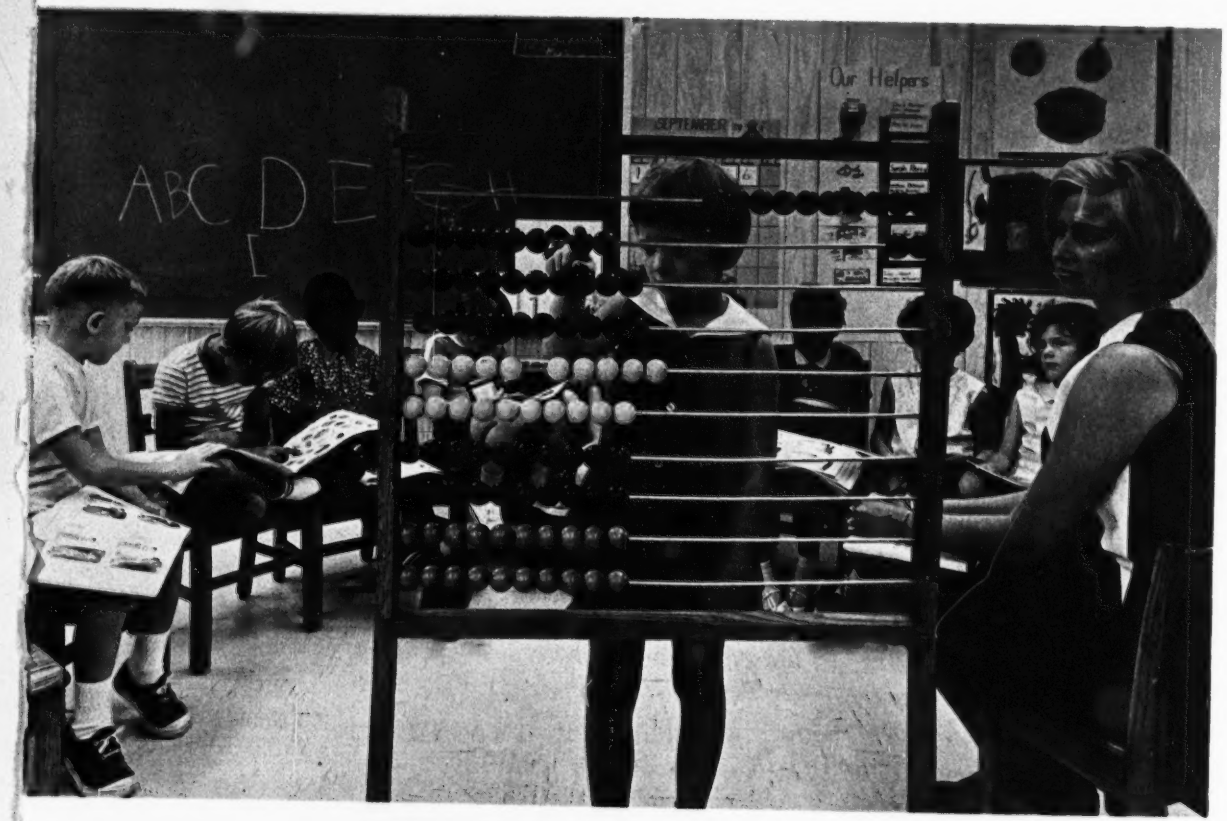
Davis indicated that the standards for the program should be more liberal than those provided for established school programs and that the cost for current expense would be greater than the figures set out above. Obviously, the cost of providing teachers and materials for kindergartens is a major consideration for the rate at which programs are established.

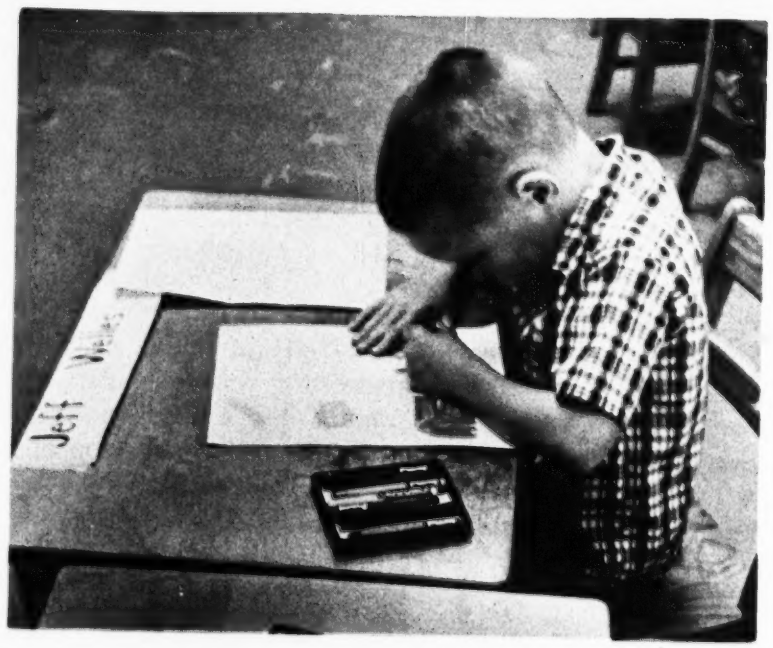
Expenditures in capital outlay include funds for construction, renovation, equipment, and maintenance. A local school unit should plan on $1,000 for each child for capital outlay, or approximately $20,000 to construct a new classroom. Equipping one classroom requires $1,500 for tables, chairs, cabinets, etc. Some sources recommend that $2,000 be allowed.

Consideration should be given to renovating and renting facilities, as well as to new construction. Where small schools exist, transporting children to a centrally located classroom could be preferable to renovating and equipping a single classroom in every small elementary school. Two kindergarten school days might be scheduled in one classroom. Minimum standards for space and equipment should be reached before funds for instructional services and materials are provided.

Auxiliary services should be provided on the same basis as for other pupils in the public schools. By 1973 the State may deem it necessary to provide certain administrative units grants-in-aid where special problems exist in order to insure the establishment of a program for five-year-olds.

A study completed in January, 1968, by the State Department of Public Instruction took into account the present and future needs for classrooms in the State, including the establishment of public kindergartens. From the results of the study, it was concluded that 2,813 kindergarten rooms would be needed by 1978 with the following conditions being considered: the already visible decrease in the birth rate, 75 per cent of the five-year-olds in attendance, double shifts in the urban areas, and 20 students for each class. If 20 students





were assigned to a class, the projected need for 2,813 kindergartens would accommodate 56,260 students. Apparently, there is space now available for one-fourth of the population for five-year-olds.

The Primary Grades

To have better schools, important changes are needed. Each fall nearly one hundred thousand boys and girls enter the State's schools for the first time. Who are they? What do they know? How do they feel about themselves and their families, about teachers and other adults, about other children? What kind of educational program should be provided for children during their early school years?

Each child seems to have his own unique pattern of growth which is characterized by spurts or stages of development. Each child has his unique pattern of learning, too. Children tend to learn best that which seems important to them. Learning occurs more easily when a child wants to learn and when he is able and ready to do the work. An observant teacher can evaluate readiness factors that affect a child's ability to produce in the classroom. A child is likely to gain more when plans are made for him in relation to such an evaluation.

The principles upon which a kindergarten program is based are the same as the ones for first, second, or third grade programs. Although the span of years between ages five and eight seems great, there are basic characteristics of this period. No major physical growth occurs. The child experiences a major change in his life; he leaves home and goes to school. Interests may increase and broaden gradually, but no sharp changes occur during these years. After age eight, the child becomes more independent, can think more abstractly, and moves into preadolescence. The traditional break between the third and fourth grades has not been accidental. The program of the primary grades is distinct from the program of the upper elementary grades.

How different should the beginning school years be from

present practices? With some exceptions, the graded elementary school has followed an organizational pattern of self-contained classes, composed mostly of children of the same age. When the graded structure came into being a century ago, the concept of grade standards evolved. Certain tasks were assigned to each grade, and a pupil was expected to master that portion before going on to the next grade.

Defects in the concept of grade standards have been and continue to be obvious. Each year 10 per cent of first-graders are retained, a clear indication of an unrealistic program or organizational structure. More than likely, one-fourth of the number of children beginning first grade do not master the content assigned to that level of schooling. Thousands of teachers have, within limits, adjusted the curriculum to the children, not the children to the curriculum.

Pupils of the same chronological age vary in physical development and in intellectual ability. In some graded schools, teachers no longer expect all pupils of a particular grade to be on the same level of achievement. They do not teach the class as one group, but they divide it into manageable ability groups for instruction. This is practiced in most primary grades, especially for reading.

There is a discernible movement in North Carolina away from self-contained classes. Many schools are already organizing in other ways. In response to the Commission's survey of classroom teachers, nearly three-fourths of the responding teachers preferred organizing the elementary school in non-graded and partially self-contained ways. Seventeen per cent, recognizing the need for individualized instruction, replied that they favored a continuous progress plan available to each child on an individual basis. Only 12 per cent of the teachers who responded to the question preferred the self-contained classroom in organizing for instruction in the elementary school.[5]

The non-graded elementary school, especially a non-graded primary unit, may offer a better approach to organizing pupils for instructional purposes. The non-graded primary unit is an organizational plan designed to promote a program of continuous progress during the child's beginning school years.

This plan attempts to eliminate retardation and repetition in the primary grades by organizing these years according to certain levels. When the child leaves the kindergarten, an individual evaluation of his progress and status is made to determine his placement. Then, the child moves through the sequence of six to eight levels with careful assessment occurring often. In this way, the movement is geared to the child's own accomplishments, not to the entire group's promotion once each year.

The plan for continuous progress is supposed to widen the opportunities of children to achieve their maximum potentials at any one level of experience. Reorganization may occur throughout the school year. Within the non-graded pattern of organization, children should be grouped according to specific requirements for learning.

Critics accuse schools of changing organizational procedures in name only. They claim that non-graded procedures differ little from previous graded procedures. Perhaps too much is expected of schools in accomplishing changes without providing faculties with more opportunities to study, view demonstration projects, and plan for change. To accomplish improvements, the Commission recognizes the need for a new concept in curriculum study. This suggestion was discussed in Chapter 3 of this report. The more flexible the organization of the elementary school, the more creatively teaching talent can be used and the more students will benefit from their experiences.

38. **The Commission recommends that the State Board of Education set policies which initiate for children, ages five through eight, a program of continuous learning that is based upon the individual child's need, interest, and stages of development; and that this program approach the non-graded structure of organization to the extent that particular pupils, personnel, and school resources allow.**

Summary

This chapter presented the goals of the Commission for a new emphasis on early childhood education in the public schools of North Carolina. Five recommendations were presented, two of which require immediate action by the State Board of Education and the support of the people of North Carolina.

In order to strengthen and provide new elements in the function of elementary education, the Commission recommends that a program of continuous learning be initiated for children, ages five through eight; and that this program move toward the non-graded primary plan of school organization.

As a major new effort in early childhood education, the Commission recommends the establishment of public kindergartens and that the first step in attaining this goal be for 25 per cent of the eligible five-year-olds.

The commitment of the State for safeguarding the development of young children requires continuing interest and action by the State Board of Education. The Commission recommends that standards by daytime programs for young children be strengthened and maintained and that a study be initiated to determine the feasibility of public educational programs for children three and four years of age.

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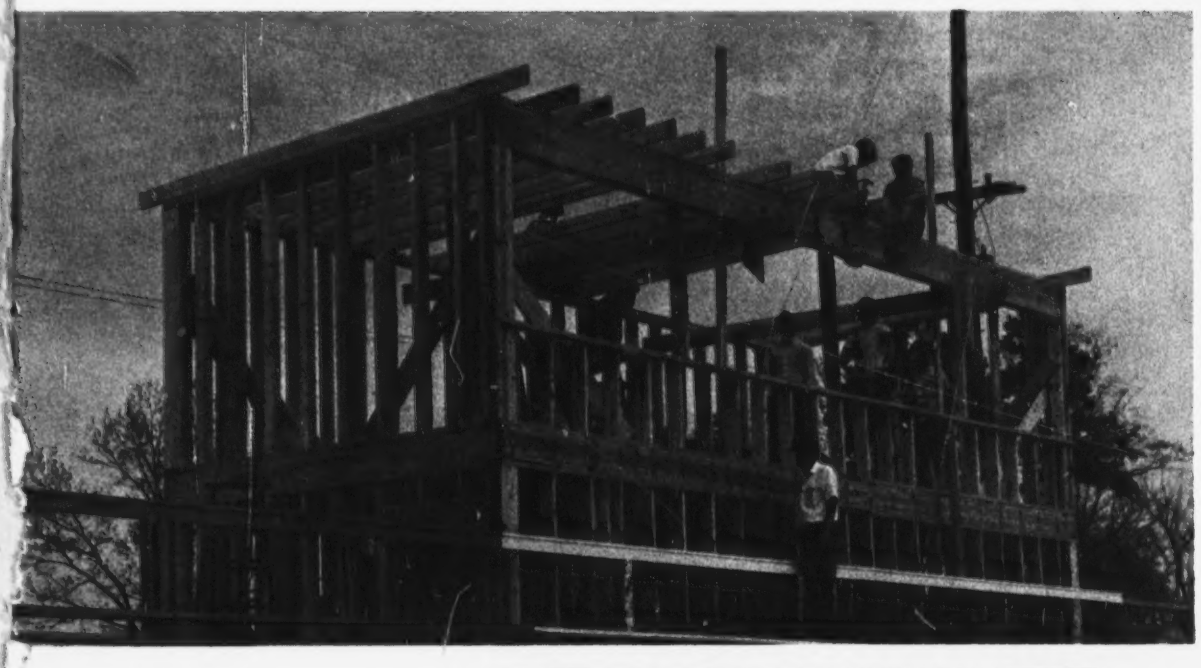
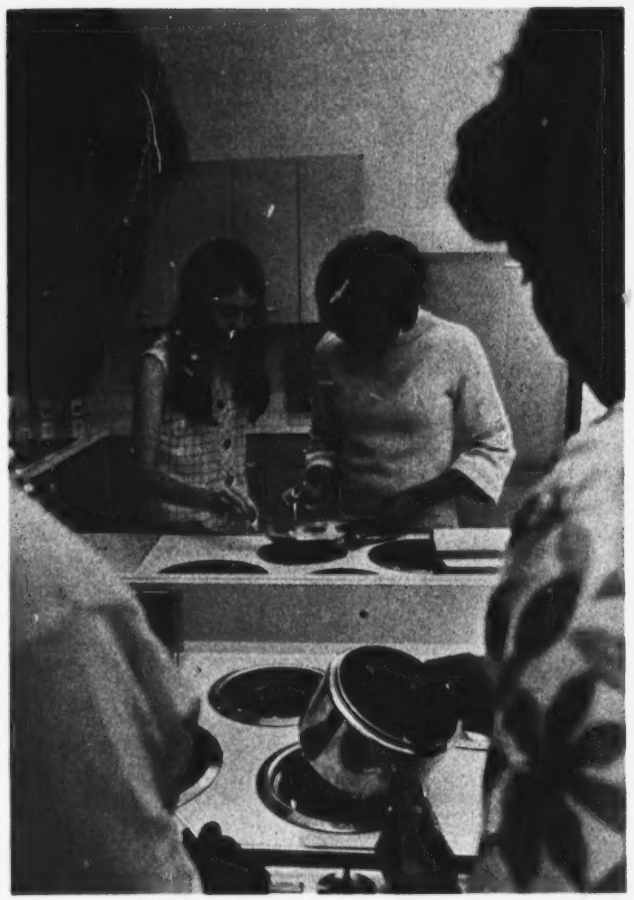
Chapter 6

Vocational Education





The Commission, by resolution, was charged specifically to study "the relationship between the public school system and the community colleges, technical institutes, and industrial education centers, with particular attention being given to the availability of vocational training and proper guidance into vocational career opportunities."

Preparation for the world of work has been an essential function of public education for many years. This preparation has included helping students make wise occupational choices, develop competence in specific vocational offerings, and achieve mastery in those skills necessary for advancement. Preparation for the world of work should be a part of the education of all students regardless of career objectives.[1]

Vocational education, as an aspect of occupational education, is designed for those students who will probably seek employment in jobs not requiring college training. Based on recent North Carolina data, of 100 students enrolled in the fifth grade in 1960, 62 graduated from high school. Of these 62, probably 34 will enter college, and probably 12 will complete four years of college. Thus, it is reasonable to assume that 88 out of each 100 boys and girls in the fifth grade could benefit from some type of vocational training prior to entering the labor market.

Status of Vocational Education in North Carolina

At a meeting of the State Board of Education on March 2, 1967, the Board reaffirmed its policy that vocational education in the public secondary schools of North Carolina should be planned, facilities provided, and the program administered as a part of the comprehensive program of studies offered in each school.

In an effort to achieve this aim, the vocational programs in the public secondary schools are organized into six program areas: agriculture, trade and industrial programs, distributive education, home economics (home arts), office occupations, and Introduction to Vocations (a vocational guidance course).

These six fields enrolled in 1966-67 some 177,000 of the approximately 300,000 high school students in the public schools. The largest number of these students, almost one-half, were enrolled in home economics; while the smallest number, less than 3 per cent, were enrolled in vocational office education programs.

Although approximately one-half of the students in North Carolina high schools in 1966-67 were enrolled in vocational courses, many of these students were in high schools too small to support broad programs in vocational education, adequate offerings in general education, or effective occupational guidance. Indeed, in 1967-68, 48 per cent of all high school students were in schools having total high school enrollments of 497 or less. In many of these schools only one or two vocational courses were available.[2]

North Carolina has been faced with a serious dropout problem. Some students withdraw before entering high school, and approximately one-third of the students entering high school have been withdrawing from school prior to graduation. These students have generally had little opportunity for vocational education.

Much of vocational education in the past has been centered around agricultural and home arts occupations. In 1967-68, 1,419 of the 2,936 vocational teaching positions were in these two fields.[3] This emphasis has grown out of the traditional needs of a primarily rural, agrarian economic structure.

Vocational Needs in North Carolina

North Carolina cannot afford to lose one-third of its youth from the educational system prior to graduation. Although all of the causes for school dropouts are not known, realistic occupational guidance and the opportunity for practical training will contribute to the reduction of this number of school dropouts. Vocational programs can contribute to the solution of this problem.

The economy of North Carolina is moving rapidly towards a greater degree of manufacturing, service occupations, construction, and health related occupations.[4] Vocational programs should reflect these changes.

In this State meeting the needs for vocational education is a joint responsibility of both the public schools and the community colleges. Thus, programs at both levels should be planned jointly so as to provide articulation in courses, efficient deployment of staff, and economic purchase of equipment.

Of the 80,000 students enrolled in home economics programs, only 3,750 were enrolled in courses which could be classified as leading directly to employment in the home economics field, as waitresses, cafeteria line operators, short order cooks, day care center aides, etc. Few of these students, then, were pursuing these courses vocationally. Although general preparation is important, the need in North Carolina is critical for the redirection of the vocational emphasis in current programs.

Description of an Effective Occupational Education Program

Occupational education as a significant part of the total educational process should begin in the elementary grades and should continue throughout all levels of public education. It is the responsibility of all teachers in all subject areas to help students appreciate the world of work and to find their places in it. As students progress from elementary to the junior high school years, they should have broad exploratory experiences which will introduce to them the world of business, industry, agriculture, and home arts. As these introductory experiences are combined with realistic assessments of each student's interests and potential, high school programs should be developed for each student which will prepare him for whatever step he will take after high school—direct employment, homemaking, or further education.

This description of occupational education assumes that a number of conditions are present. These conditions provide that:

All teachers are trained to recognize their responsibilities in occupational education.

A planned guidance program begins in the elementary grades and is operative throughout senior high school.

Actual shop-type experiences are available for students in grades 7 through 9.

Junior and senior high schools have sufficiently large enrollments so that pupil programs may be planned to meet each pupil's needs and interests.

Specific vocational offerings reflect employment opportunities of the region and the nation.

High school vocational programs are related to available post high school technical training.

Recommendations

The following recommendations seem basic to providing adequate vocational education for the boys and girls of North Carolina.

Comprehensive Secondary Schools. Throughout this report, it has been emphasized that schools large enough to provide a variety of curricular offerings are essential if the needs of all students are to be met. In no other part of the curriculum is the need illustrated more dramatically than in the area of vocational education.

39. The Commission recommends that the comprehensive senior high school (grades 10-12) enrolling at least 750 students become the basic pattern of organization for secondary schools in North Carolina. The program of the comprehensive senior high school should provide general education, occupational education, and specialized vocational courses.

40. The Commission recommends that the comprehensive junior high school (grades 7-9) enrolling at least 750 students become the basic pattern of organization for these grades. The junior high schools should offer both general education and courses in the practical arts, including home arts, as well as occupational counseling.

Local conditions may necessitate modifications of these basic patterns of organization. The essential condition to be met is that of providing appropriate curricular offerings for all students. While opinions of experts vary as to specific patterns of organization, there is general agreement that needs of the early adolescent are distinct enough from those of the older adolescent to warrant special attention in curricular planning and organization.

In early adolescence, every student should have the opportunity to explore many preliminary vocational areas such as the industrial arts, business, and home economics in addition to the development of general skills in English, social studies, mathematics, and science.

To the older adolescent, the comprehensive senior high school should provide both general education and occupational education. In addition, specialized vocational courses should be offered for those students who plan to enter employment immediately after high school.

The counseling process at both the junior and senior high school levels should emphasize making wise vocational choices based upon the evaluation of individual aptitudes, interests, and achievement.

Although the comprehensive junior and senior high school arrangement is the goal toward which the State should plan, geographic and other conditions may necessitate special local arrangements. Without classifying high schools as vocational or academic, some communities may find it necessary to concentrate most of the vocational offerings in a centrally located building to which students are transported for part of the day. The comprehensiveness of the program can be realized if course offerings and schedules are properly coordinated and

if students identify meaningfully with their home schools.

In some localities, temporary arrangements should be made to provide broader vocational opportunities to students in small schools while comprehensive programs are being developed. In localities where comprehensive schools are not practical, other solutions should be employed through the utilization of boarding schools, educational television, and programmed instruction, etc.

Vocational Offerings. Vocational offerings should emphasize those fields in which there are the greatest employment opportunities. Studies show that North Carolina will have an adequate labor force in the future provided students are kept in school until graduation and are well prepared in general education, and that they are prepared to enter the labor market with appropriate entry level skills.[5]

The same study shows that the greatest demands will exist in the trades and industries, distribution, and office occupations.

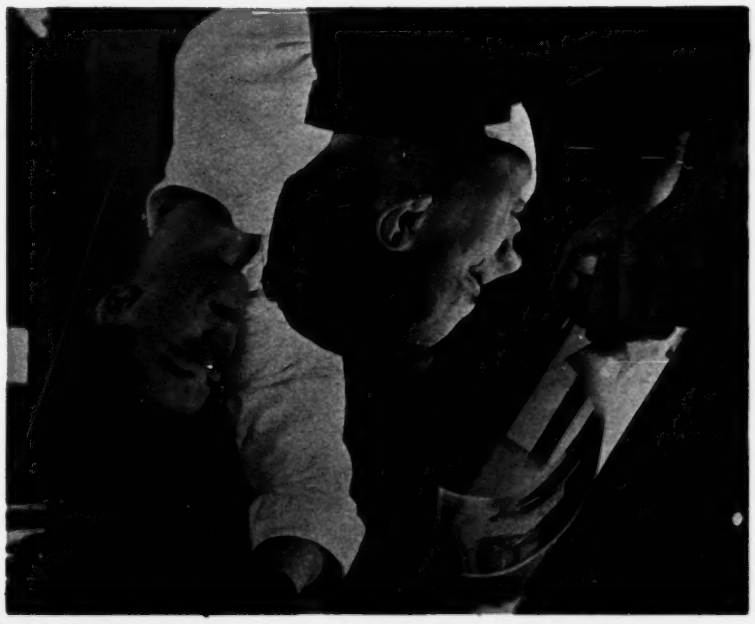
41. The Commission recommends that, as part of the development of comprehensive secondary schools, much greater emphasis be placed on occupational education, including specific training in vocational subjects at the junior and senior high school levels. Special emphasis should be given to training in industrial and service related skills.

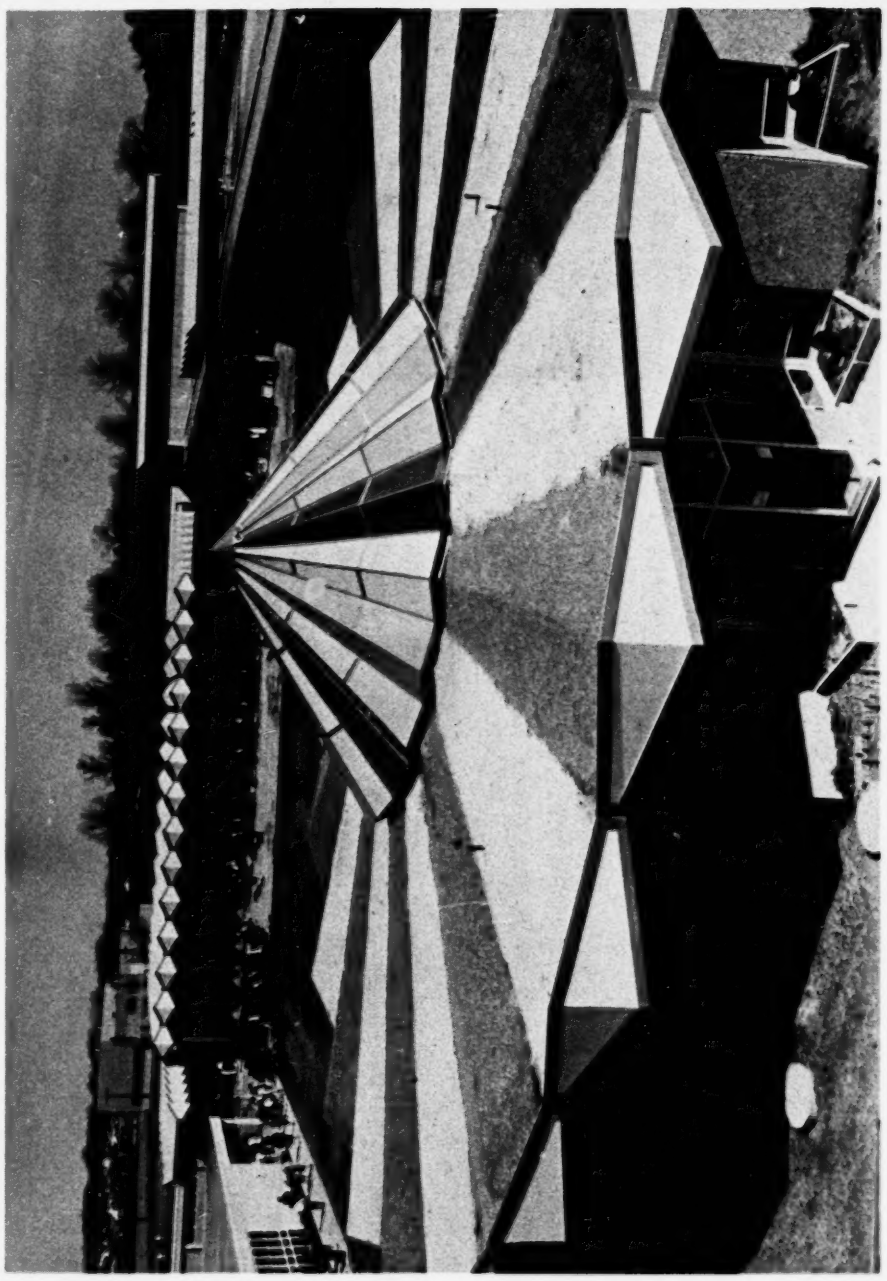
Provisions for Changing Conditions. The needs of industry change rapidly. To illustrate, data processing has become a major tool of industry. This field offers many employment opportunities for high school graduates. Entry level training in data processing should become a normal part of high school vocational offerings as this need becomes apparent. Administrative leadership should provide flexibility so that new courses can be easily introduced.

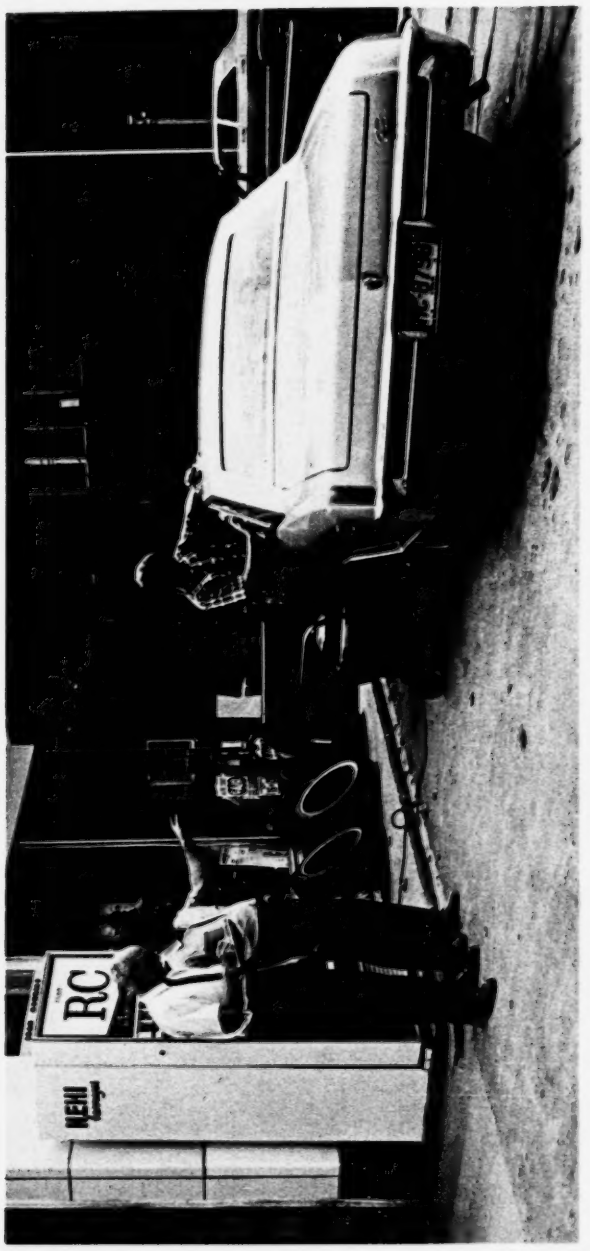
42. The Commission recommends that the State Board of Education and the State Superintendent of Public Instruction, in cooperation with local boards of education, adopt policies and procedures which facilitate the introduction of newer areas of vocational training as indicated by employment needs and student interest.

Another fact of modern life is the mobility of people. Few people live their entire lives in the same community. Thus, planning for vocational offerings should take into account the broad employment demands of the State and region. The planning should be a joint responsibility of the local school administrative unit and the State Department of Public Instruction.

43. The Commission recommends that vocational offerings in each local school administrative unit reflect both



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employment demands within the locality and broad employment demands of the State and region.

Coordination of Vocational Offerings. In the Commission study, the lack of coordination between local schools and surrounding technical institutes and community colleges was evident. There are excellent examples of coordination in individual instances, but the statewide picture needs much improvement.

The issue of coordination and organization is presented in another chapter of this report. However, the problem is vital to the area of vocational education and additional attention is requested here.

44. The Commission recommends that the arbitrary division of responsibility between the public schools and the community colleges be eliminated in order to foster cooperative planning between the institutions and joint instructional activities where appropriate.

More emphasis should be placed on areas of instruction on the college and university level. Although some institutions are making valuable contributions in training teachers for vocational subjects, much more needs to be done.

45. The Commission recommends that the teacher training institutions of the State place greater emphasis upon the preparation of vocational teachers, teachers of applied and home arts, counselors skilled in occupational counseling, and the occupational education responsibilities of all subject area teachers.

Meeting Special Needs. Regardless of the excellence which North Carolina may attain in its public school program, there will be students with special needs who will require special programs.

46. The Commission recommends that flexible vocational programs be designed in order to meet special needs, such as those of school dropouts, students from disadvantaged environments, and exceptional students.

Summary

Although North Carolina high schools are offering many courses in vocational fields, the State is not offering a sufficient proportion of its high school students the opportunity to prepare for gainful employment. Adequate attention is not being paid to vocational guidance or to the role of all teachers in helping students relate whatever is learned to occupational endeavors. The present structure in vocational education tends to perpetuate the past rather than to accommodate to changing employment demands and conditions.

The recommendations made by the Commission in this chapter are designed to bring vocational education into the mainstream of the educational process, to inject flexibility in program planning, and to cause current conditions to be reflected in the State structure.

Finally, vocational education involves directly the students, the educators, and the business community. Without strong support from these groups, plans—however promising—will be less than successful. Therefore, continued study and support by the educational and business community are urged strongly by the Commission.

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Chapter 7

Special Services To Pupils

For every child, full opportunity to develop his . . . abilities in our public schools! . . . The very best help, guidance, and motivation which we can give our children are absolutely essential. . . . Can we do less? We cannot.[1]

Introduction

This commitment made at the Governor's Conference on Public School Education set goals for every child within the framework of the legislative act creating the Study Commission. What does full opportunity for every child mean? How can public officials, parents, and communities insure that the best help, guidance, and motivation are available to children? These questions confront citizens, parents, employers, and local supporters of good schools and good communities.

Everyone who has reared children or supervised their activities can recognize that every child is different, that he is a unique person. Phyllis McGinley[2] writes lightheartedly that, surely if every snowflake has its individual symmetry, if every apple has its own dapple, the message of the fingerprint can be accepted, that each person marks the world in his own way. Martha Graham extends this idea beyond the evidences of differences of seeing or touching or feeling. She suggests that each person has a gift, like a useful resource, to give to the life of the world; and if his resource is not developed and given, life is poorer.[3]

If the fact of differences is accepted as to the abilities, interests, talents of children, it makes sense to see that help and guidance are available to help them grow and develop. If full opportunity is to be available for every child, that child needs to see his learning situation as safe and rewarding. Such situations are brought about by a variety of skills and conditions, available at the opportune time.

Should public schools be charged with the responsibility of providing tailor-made learning experiences for children? Fifty years ago, Hyrum Smith writes, the streets were safe at night, home was a place one knew and where one was known. Life was simpler then, bright children went to school,

dullards dropped out. Teachers taught what everyone knew was so.[4] Since that time—universal education, the splitting of the atom, Sputnik I and II, the great social revolutions of economy, technology, and race—the public schools have become the schools for all of the children of all of the people. Charged with providing opportunity for each child, good public schools have developed a spectrum of services for pupils to insure learning and progress through school.

A Description of Special Services

This chapter is concerned with the special services available to help facilitate the learning of children and youth in North Carolina public schools. Special services are those services usually described as pupil personnel services. They include guidance and counseling, home social work, psychological services, health services, and the coordination needed to relate these services to the individual learning of the child. They are described briefly below.

Guidance and Counseling. Provides guidance to individuals and groups of pupils regarding school progress, individual development of abilities and interests in preparation for the world of work or further training, and personal counseling for problems interfering with a pupil's progress.

Home Social Work. Provides communication bridges between the school and the home regarding problems which interfere with learning and desirable behavior, especially with dependent, neglected, or delinquent children.

Psychological Services. Provides assessment of intellectual and emotional functioning of pupils directed towards improving their learning, behavior, and attitudes.

Health Services. Provides for routine screening of visual, hearing, dental, medical and psychiatric needs of children; for follow-up on findings; assists in in-depth study of children who require specialist's services.

Coordinating Services. Provides for the coodination of school efforts towards meeting the needs of pupils as outlined above and works with community agencies to help meet these needs.

Another pupil service, that of pupil record keeping, is recognized as important; the results of the special services listed above contribute towards it. For the purposes in this chapter, it is seen as a matter of administrative organization of the school and therefore not described here.

Current Status of Special Services Programs in the North Carolina School System

A program of special services should help pupils connect with their learning opportunities and should assist them in realizing their potentials. James Coleman, in a recent comprehensive learning study, investigated many school factors as to their effect on pupil achievement. The study examined school facilities, programs, administration, extracurricular activities, teachers' qualifications and performance. In a cross section of typical communities, one factor emerged as the central factor affecting achievement of pupils. Coleman reported that:

> A pupil's attitude factor, which appears to have a stronger relationship to achievement than do all other "school factors" together, is the extent to which an individual feels that he has some control over his own destiny.[5]

Facts indicate that many children and youth have not been motivated towards achievement in the schools of the State. Their attitudes—and the extent to which they are able to control their destinies—seem very limited by the characteristics described below.

> Many students do not graduate from high school and are not prepared for jobs.[6] This situation exists in a decade when the five most rapidly expanding occupational groups (each with 20 per cent or more expansion) require additional education and training.[7] About twice as many white males and females dropped out of school in the South as did those in other regions.[8] In 1960, almost 25 per cent of North Carolina white adults had a sixth grade education or less. One-half the non-white adults had similar education or less.[9]

Some students have not had adequate provisions to insure learning. One of every ten North Carolina pupils repeated the first grade.[10] Twenty of every 100 pupils have handicaps (estimated in the 1965 Alamance County Study as typical of the entire State), the majority of the 20 not recognized and not receiving care.[11] Two years ago 89 of 128 children found in a Department of Public Instruction study to be two or more years behind grade level in achievement were found also to have such serious defects in vision that they could not see the materials from which they were supposed to be learning.[12]

Many students have seen examples of disappointments or lack of roots in individual lives in their communities. In 1965, the rate of unemployed and idle men in North Carolina was twice that of the nation.[13] During the past decade, young adults migrated from the State at a net loss of 14 per cent.[14] The military rejection rate from all causes has been unusually high, over 50 per cent in 67 of the 100 counties of the State.[15]

Other factors such as mobility, poverty, and family changes affect children's attitudes and feelings about the extent to which they can control their destinies. Each year one of every five families moves. During the past decade, 50 school systems registered a loss of enrollment and 23 school systems gained at a rate less than the State median of 6 per cent.[16] Forty per cent of the school-age population live in families whose income is less than $3,000 per year.[17] Ten per cent of white children under age 18 lived with one parent only.[18] By federal standards, one of every four children in North Carolina is considered deprived or disadvantaged.[19]

An effective program of special pupil services would substantially alter some of the conditions reflected in the points outlined above. It would help each pupil formulate his attitudes, goals, and achievements so that, by understanding them, he could help modify conditions and become a contributing citizen of the State.

Services Available in the North Carolina School System

Table 3 shows that provisions for special pupil services in the State school system are inadequate at this time. The recommended number of full-time personnel equivalent was developed on a minimum basis, using recognized national standards of the professional groups involved. As is shown in the two columns on the right, the need based on existing personnel compared to the desired personnel is acute.

Table 3 [20]

Special Services, North Carolina Public School System, 1967-68 (pupil population: approx. 1,200,000)

Service	Recommended No. of Personnel	Actual Reported	Personnel Shortage
Counseling and guidance	3,600	968 {139 elem. 109 ESEA* 720 sec.	75%
Home social work	540	280	50%
Psychological	240	20 qualified (90 psychological examiners)	89%
Health	1,200	not reported**	not reported
Coordination	120	not reported	not reported

* Reported by Elementary-Secondary Education Act Funds.

** According to a 1966 Educational Research Service Report #6, (NEA) 18 North Carolina School Systems of 12,000 pupil enrollment or more obtained part-time nursing services through a dual administered program (local health service and school system).

The lack of services reflected in the points previously cited is felt most keenly by pupils who come into schools impoverished, ill-nourished, unmotivated to learn. This cycle, if unbroken, enables a non-learning or poorly adjusted child to move through school unmotivated for accomplishment.[21] A good classroom teacher needs special help with these kinds of children and others. As was stated in the mandate for the Commission Study, teachers are the very heart of any school system; and their chief job, as indicated by State Superintendent of Public Instruction, Charles F. Carroll, is "to cause the child to want to learn." [22] Teachers and administrators of

schools have not had the back-up skills of trained child specialists to help them solve exceptional learning and behavior problems, much less to help them maximize learning opportunities for every child.

47. The Commission recommends to the State Board of Education that the public school system, and each child through the school system, have access as needed to special services in relation to individual instructional needs.

Services Available from Other State or Related Agencies

Although special services have not been available in the schools, some services have been available in communities through child study centers, outpatient clinics, or other State and county departments. Information available through the State Mental Health Planning Staff provided the following picture of trained personnel available in the State, 1963.[23] Most of these served the entire community, including all age groups.

Specialist	State Rate per 100,000
Medical Doctors	93
Registered Nurses	248
Registered Public Health Nurses	14
Practical Nurses	92

Specialist	Total Number in State
Psychiatrists	172
Pediatricians	197
Psychologists	187
Registered Public Health Nurses	625
Members, N. C. Chapter of National Association of Social Workers	426

Other resources listed included the services of 145 general hospitals and 82 health department districts.

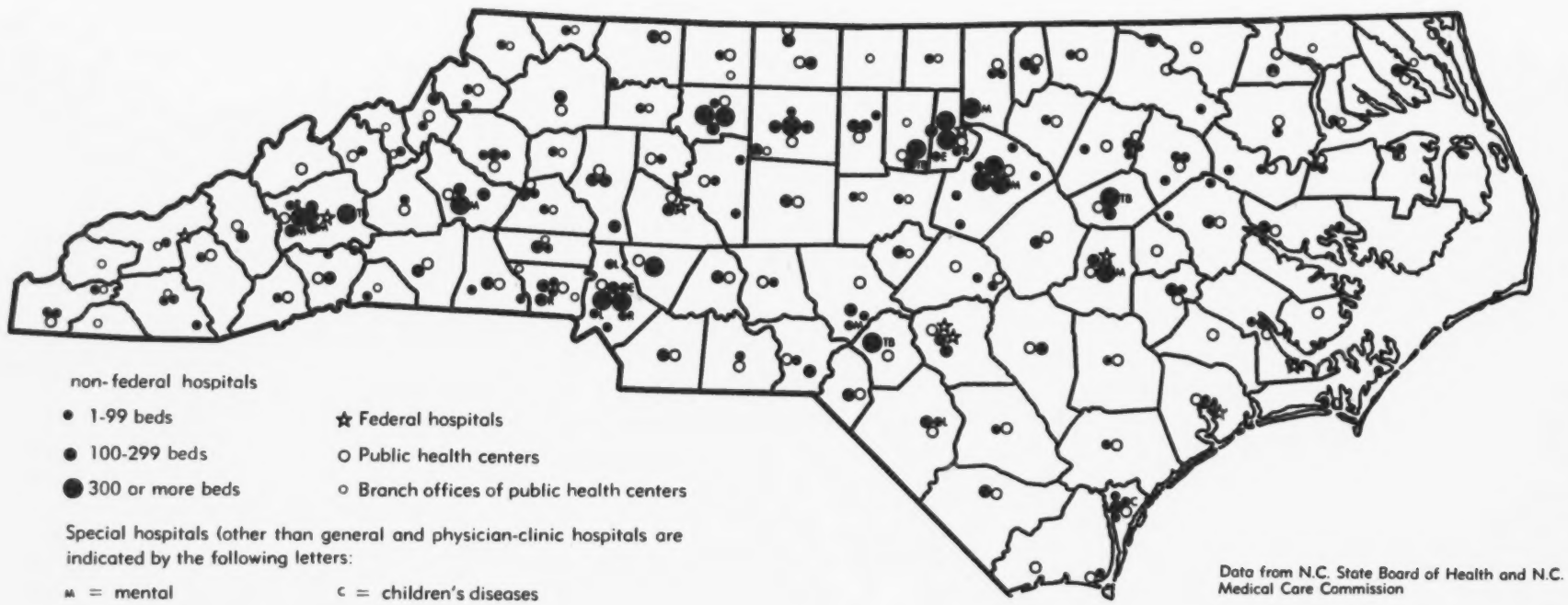
Another description of resources for special services to children (from prenatal or birth through adolescence) has been furnished by the North Carolina Council on Mental Retardation.[24] Its report described 22 programs for children's services under the jurisdiction of 12 or more public boards with State and/or federal financial assistance. Some of these programs were in the initial stages of development; while others, though established, were insufficiently staffed and funded. For example, seven child health and supervisory clinics were operative out of a desired sixty for the State.

In addition to the programs supervised by a State board or a public board, there are many privately or locally operated efforts. Child guidance centers operate in some municipalities (examples are Durham and Forsyth County). Many children are under continuing private care. Many children receive assistance from community organizations whose special projects are related to special needs, such as the Lions Clubs.

Interviews with directors of newly evolved State or federal programs indicated that additional thrusts have been made recently towards needed services. In 1967 the State Office of Elementary-Secondary Education Act, Title I, assisted 168 local educational agencies in providing services to over 30 per cent of the school children of the State, utilizing a total of over 44 million dollars. Services (including health, social work, psychological, and dental) utilized over 28 per cent of the total expenditure. These funds may be used when it is "necessary to assist a qualified child in order that he benefit to the fullest extent in his school program." [25]

The State Planning Task Force reported in 1967 that 16 million dollars were spent to assist youngsters through programs of Head Start and the Neighborhood Youth Corps.[26] Examinations of these children included physical exams, dental treatment, psychological testing, nursing services, and parent education. Health assistance through this agency usually costs about $20 to $50 per child.

North Carolina is currently participating in statewide and regional projects which are concerned with children's services, among other concerns. The office of Comprehensive Health Planning has been formed to study the operation of 45 State



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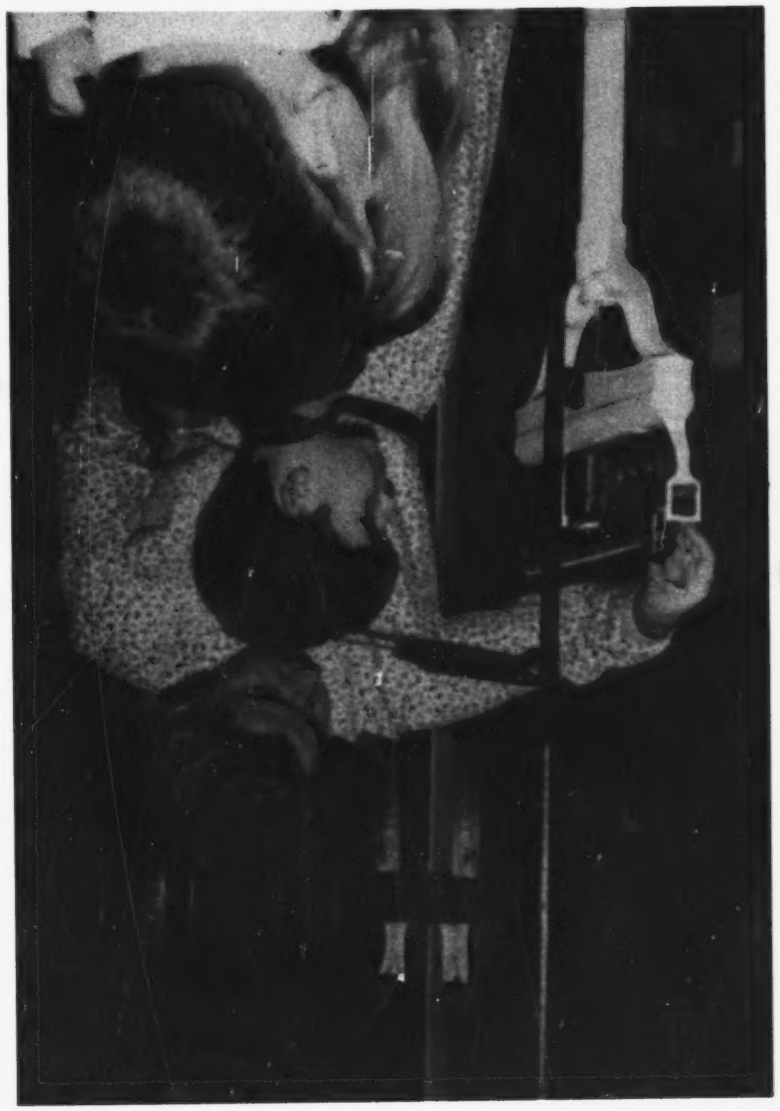
agencies involved in health programs or services.[27] It recognizes that, in addition to the State agencies, many private programs are functioning. Regional projects involving several states have been concerned with services to children. The Appalachian project and the Coastal Plains project cut across North Carolina State lines in their study of children's needs.

Need for Better Coordination of All Efforts

Emerging from most studies about special services in the State is a plea for better coordination of efforts on State, regional, county, and local levels. A report of an in-depth study of a county serving 20,000 pupils reported that the most striking finding, "the feature which impressed most forcibly," was the specialization and fragmentation of services.[28] With all agencies and efforts, no agency was in position to coordinate and no mechanism was provided for considering the child as other than an incidence. Similar opinion is underscored in the following statement from another recent State study: "There is no certainty at any point in time that all of these programs are acting in concert. . . . It is essential that some continuing periodic liaison be established among them." [29]

A perspective on pupil services from the national scene may be seen in the 1962 birth of the National Research Commission on Pupil Personnel Services, financed by the National Institute of Mental Health. It is composed of sixteen member associates



and is concerned with the provision and conduct of services. Its member associates represent school administrators, supervisors, principals, medical personnel, nurses, guidance counselors, psychologists, speech specialists, social workers, pediatricians, psychiatrists, school health personnel, and teachers of normal and exceptional pupils. This Research Commission has stated that "although there is fair agreement on which professional groups constitute the services, there is less agreement on the respective function of each group and little agreement on which patterns of organization are most effective." [30]

Walter Lifton[31] reported a significant insight into the operation of these services in schools. A school system employing over twenty specialists in each of the disciplines of guidance, psychology, social work, and health found that any of these specialists had the technical training to perform about 80 per cent of each other specialist's job. Therefore, some overlapping of skills and functions occur. In an operational way, some special skills are not exclusively the priority of any service. For example, counseling is a function performed by counselors, by other specialists, by teachers, and by parents.

Efforts have been attempted to provide statewide plans for agencies or to initiate cooperative projects in selected areas of the State. Representatives of the State agencies and of project groups have participated generously in this current Commission Study. Consistently they have recognized that services in schools and in communities have not been organized to meet the needs already identified.

A major policy statement of the Elementary Advisory Committee of the Study Commission, the membership of which included representatives of the State Department of Public Instruction, the State Board of Health, the Mental Health Board, university specialists, and parents, underscored the need for action on the present status of services. The Committee's statement indicates, as a necessity, "coordinated comprehensive planning at the State level by all State agencies concerned with the needs of children."

This need for coordination of services has been supported by leaders of many State agencies. Sam Cornwell states succinctly:

> There is a vital place for appropriate exercise of leadership and authority in the development of coordination. Progress towards coordination of State agencies may require clear instructions to agency administrators that key staff from the various agencies form one group and produce a statement of problems and reasoned recommendations for solutions by a definite time. In this case the instructions must come from accepted authority at a supra-agency level which means elected legislative or executive (Governor's) authority in our society.[32]

After a review of these findings, the Commission considered that such coordination was of priority value to the State.

48. The Commission recommends to the Governor and to the General Assembly that a statewide study be undertaken, directed towards a better coordination of all efforts of State level agencies concerned with special services for children in North Carolina.

The Goal: A Program of Special Pupil Services in North Carolina Schools

Although pupil service is individualized in terms of assistance to the child, some principles apply to any adequate program of services. These principles are basic to a sound program and are offered as guidelines to program development.

The program is available to all pupils in the school system, from school beginning through school leaving. There is much evidence to show that spotty efforts or efforts limited to one age level are not sufficient to provide for the needs of children. Human growth and motivation are uneven enough to allow for varying degrees of readiness, maturation, and response to environment. A program should provide a continuum of services so they are available throughout the years of formal instruction.

A spectrum of services is available to all children. Whereas all children do not require all services, many children

profit from full diagnostic studies as the basis for their educational plans. For example, an apparent reading disability may have roots in a visual handicap, a poor self-concept, or multiple causes. A program offering a limited special service or emphasizing one solution of a learning or behavior problem is usually inadequate.

The results of the special study of a child is coordinated into an educational plan. A special service operating in isolation from the environment in which the child is learning or the teacher is teaching is handicapped by a lack of full information. The opinions of the teacher, the principal, the parents, and the specialists are needed to develop and implement a realistic plan. The coordination of combined efforts yields multiple benefits for a child.

The program of special services functions with and through the school system. Efforts to modify the learning and behavior of pupils should be intimately related to the environment where pupils are. When these efforts are effective within a school system, teachers profit and learn from observing and participating in the process and outcomes. This professional development of staff within the educational laboratory is an important by-product of special services in the schools. It extends the worth of the work from one child to other children whom teachers recognize as presenting similar problems.

Many states face problems of attracting sufficient excellent specialists to work in and with the public schools. The training program of a specialist may be devoid of personal relationships with children in an educational setting. Once trained, he is offered positions with better salaries and working conditions, a more prestigious atmosphere, and meaningful relationships with persons similarly trained.

In order to provide effective services for children, public schools need to develop the concept of the school as a meaningful laboratory for a variety of specialists. John Gardner[33] has pointed out that in order to solve problems, a laboratory is needed; not only for the sake of the discovery, but also for the sake of the discoverer. This view, that successful work stimulates the producer to produce more successful and perhaps more important work, suggests a strong basis for the attraction and development of child specialists in public schools. The specialist, being part scientist in his perspective, is enticed by e. e. cummings'[34] persuasive "always the more beautiful question." However, challenge changes to frustration or escape if trained specialists do not have the environment conducive to their work.

How can programs be provided by local schools and who should see that they are implemented? A local board of education and its superintendent could develop a plan to insure the provision of special services to all of their children. In so doing, they would utilize the assistance of qualified persons in their communities and in nearby areas. Consultation from the Department of Public Instruction and from other concerned agencies can help. A ten-year plan, developed in sequence, first things first, can provide a longitudinal look ahead.

Table 4 suggests a ratio of services for a school administrative unit of 5,000 pupils. Large units may provide services more efficiently through full-time services. Units smaller than 5,000 pupils could share services as to time and allocation. The legal basis for sharing programs for certain exceptional pupils is provided in the General Statutes of North Carolina, Articles 36, 37, 38.[35]

Table 4[36]

A Guide to Services-Pupil Ratio for a School System (pupil population of 5,000, all grades)

Service		Personnel (full-time equivalent)
Counseling & guidance		
Elementary*	5	
Secondary	10	15
Home social work		2¼
Psychological		1
Health (nursing, medical, dental, psychiatric aspects of health functions)		5½
Coordination of school services with community services		½

*Elementary guidance services are related to the distinctive functions of the elementary school as guidance services in secondary are related to the distinctive functions of the secondary school.

It is important to clarify how services will function in the schools. While a specialist is functioning as part of an educational team directed towards the in-school learning and behavior of a child, the school administrator expects him to act as a team member of that school. Therefore, full-time or part-time, school based or community based, a team of specialists may be working for a teacher, a grade level group of teachers, or a group of principals, depending on the problem and the skills needed for solution. In this process communication and a common language develop, as well as a knowledge and respect for the limitations of the functions involved. The object of the entire process is to help free children to learn and teachers to teach.

Appropriate Provisions of a Program of Special Services

Within the framework of the principles suggested earlier, a program should provide general and specific ways in which each child may utilize special services. Some of these are listed in Appendix B for each of four services, guidance and counseling, psychological, home social work, and health services.

The descriptive lists include central activities for each service, but are not all-inclusive or final. Any viable program grows, expands, and prunes itself; provisions for change and modifications are necessary as development takes place. The guidance and counseling list is presented more fully since this function is more prevalent in North Carolina schools today, and there is precedence as to the range and extent of its activities.

The Place to Begin a Program

In setting goals for the State school system, a significant question is where to begin a program so that efforts will yield the greatest value. Within the past decade it has become increasingly clear that efforts should begin at the beginning. In the case of public school responsibility, the beginning is before the child enters school.

Research evidence and scientific practice have validated the effectiveness of early detection and prevention of learning, behavior, or physical disorders. Programs of intervention or reversibility relative to modifiable characteristics of children have paid dividends.[37] The wisdom of mobilizing all school efforts to assist the beginner in the transition to his first classroom is emphasized in the chapter in early childhood programs.

Several substantial statewide organizations have called for a comprehensive evaluation of each beginner prior to his entrance to school.[38] The difference in learning, differentiations in boy and girl maturation, are manifested in many ways, such as concept development, motor coordination, language facility, interests, and physical deficiencies.

The results of such an evaluation interpreted in terms of learning would provide a basis for a rewarding initial school experience. Time and energy of teachers and pupils could be more effectively used. Parents would appreciate a time in which they and an educator would discuss findings about their child. They would know better how to help the child throughout the year.

Why is the beginning of school so important? Here is the first step from home, the more objective reward and punishments, the laying down of the intellectual track for reading, and for all basic skills for school learning. In support of the position established by many State health and educational organizations and in the light of its current study, the Commission makes the following recommendation.

49. The Commission recommends to the State Board of Education that each child have a comprehensive evaluation prior to school entrance in order to determine his special instructional needs.

One type of comprehensive examination of a child is described in Table 5. An important guideline to the effectiveness of the evaluations would be the ability to communicate to the teacher and parent, in ways that could be acted upon, those

facts and impressions which are important for teaching. The parents' observations would also contribute to the development of the plan for the child's instruction.

Table 5

A Type of Comprehensive Examination of a Child Prior to School Entrance, Directed Toward Instructional Needs

Phase of Exam	Specific Information	Kind of Specialist	Approx. Time
Individual history	development, training, serious illnesses, any defects, etc.	counselor, or nurse or social worker or child specialist	1 hour
Psychological	strengths and weaknesses re: learning & behavior, coordinative development	psychologist or para-psychologist	1 hour
Vision	screening, testing for defects, referral if needed.	nurse or assistant to eye specialist	1/3 hour
Speech & Hearing	screening, testing for defects, referral if needed	speech correctionist and/or assistant to hearing specialist	1/3 hour
Medical Exam	routine to pick up any defects	private physician or medical examiner	1/3 hour
Referral, if necessary, for further study by any of above.			
Conference	use of information collected above to develop an instructional plan	representative of specialist team (above) and teacher and parents	1 hour
		Total: approximately 4 hours	

If all children were comprehensively evaluated at the beginning of school and programs of special services were available throughout the public schools of the State, North Carolina would move far toward providing the foundation to insure that each child be well taught.

The Implementation of the Recommendations

Even if the trained skills and financial resources were available to implement the recommendations, much would remain to be accomplished. Organizational machinery has to be developed, exchanges of opinions have to occur, mutual trust and confidence have to become widespread among many levels of groups. Schools need to be tooled up to utilize findings and to adapt and improve programs.

The Commission believes that a sound approach to attaining goals would be the development of prototypes that would demonstrate a program of special pupil services. The efforts of each prototype would be exemplary, not perfect; and adaptive, that is, modifiable by similar groups. Such efforts would be developmental and demonstrative; they would show what could be done, what had been learned, and what might be transferable. The efforts of the demonstration program would be practical and possible as to application. The demonstration would be set up not only to serve its region, but also to serve the State so that schools and communities across the State might profit from the findings.[39]

Leadership and Coordination of Local, Regional, and State Efforts

Of all factors given top priority in better schools, William Vincent points out that two of the five are concern for the conditions of child growth and attention to the needs of the individual.[40] In other words, the adequacy of special services is directly related to the better community's concept of what constitutes an educational program for its children.

Results of the in-depth study of Alamance County children underscored the "need for a locally-based community educational program."[41] Many factors, such as values, social definitions of disabilities, and agency restrictions, were as related to the adequacy of care as was the availability of services. State Superintendent of Public Instruction, Charles F. Carroll, has stated that "public involvement is the biggest need of North Carolina schools." "Good schools," he said, "are found in those communities in which people want good schools."[42]

School administrative efforts must be joined with regional and State efforts to achieve the goals set for special services. Leaders in local communities know their people, the roots of their problems, their hopes, their skepticisms. Paul Mort states, "Happily, it appears to be possible to increase the power of an individual community (to produce education).

This is done by recognizing and improving those factors which make for better schools." [43] Local leadership then is in a strategic position to upgrade the power of a community to provide an effective program of services.

However, most school administrative units need to extend their reach beyond themselves to obtain special services for children. In the 1967-68 school year, almost one-half of the school units enrolled less than 5,000 pupils per unit. A look at school units from a county base shows that for 25 counties (one-fourth of all North Carolina counties) the combined enrollment of school units within the county is less than 5,000 pupils.[44] A demographic map of the State can give information about the distribution of people and services. For example, one area of North Carolina ranks in the forefront of the nation as to the number of physicians per capita while other counties in the State have no resident doctor.

The concept of a region of communities supposes that there are habits or commonalities among people which draw them together. Frequently these ties relate to shopping areas, recreation centers, hospital or medical centers, businesses or employment. In this State, eight to eleven strategic centers would be within 50 to 75 miles driving distance of any family. These geographical centers could develop into service centers; that is, centers to serve as bases for specialists needed in the region. Training programs to provide personnel for the State could develop in cooperation with college or university programs servicing that region. This concept of regionalization of services and training functions is discussed more fully in another chapter of this report.

On a State level, the State Department of Public Instruction should be expected to provide superior leadership in sensitization, planning, program development, consultation, and evaluation of special services for pupils. State Department services would work through regional centers with local leadership. On a State level, the State agency would cooperate with other State agencies concerned with services for children and youth.

50. The Commission recommends that the State Board of Education undertake a Demonstration Project which would serve as a prototype for schools in the State as a step towards the development of special services for all pupils in the State.

The following steps are suggested by the Commission to the State Board of Education as an effective approach to the ultimate development of a statewide program of special services.

A Suggested Approach to Implementation

Geographical areas could be selected, each to include several school administrative units having a total pupil enrollment of about 40,000. A 40,000 base provides sufficient diversity for developing a program applicable across the State.

The State Department of Public Instruction could provide leadership towards developing with school superintendents of the area a special services plan and program, with the goal of providing a minimum program of services to all pupils in that area. School superintendents with a State Department representative could form a council to initiate and decide the steps to be taken towards this goal.

A demonstration area program might utilize such means as the following to develop its program:

The establishment of a mechanism for communication and action among school units, agencies, clinics, etc.

A census of needs.

An inventory of available services.

A catalogue of sources of funds, advice, and consultation applicable to the area.

A broadly oriented community education program regarding the needs of children.

Liaison with expert training and research facilities, such as available universities, hospitals, etc.

The development of supervised training experiences in

the schools for upgrading school personnel, preparing aides.

Several well-conceived action research projects to show how the personnel shortage might be met, how reorganization of efforts might effect better results, and how resources can be tapped effectively.

This area demonstration approach would profit from top State authorization, creative local leadership, expert consultation, and consistent follow-through. These types of resources would be needed more than a large investment of funds at this time. Financially, a planning grant for one year, followed by a three-year budget based on local, State, federal, and other funds, could be developed.

The plan should provide for observation and dissemination of results so that what is learned through this project might be most readily utilized by other groups across the State.

It is assumed that in the development of this project the Department of Public Instruction would play a primary leadership role and that it would utilize the experience and knowledge gained to develop special services programs to reach all school children in the State.

Summary

This chapter presented the goals of the Commission for a program of special services to pupils. The Commission recommends:

That the school administrative units have available to each pupil, as needed, particular services relative to his instructional needs.

That a statewide study be undertaken, directed toward better coordination of all efforts of State agencies providing services to children.

That each child, prior to his school entrance, have a comprehensive evaluation relative to his instructional needs.

In order to implement these recommendations, the Commission proposes that several demonstration projects in selected areas of the State be undertaken to show how a program of special services might be provided for all children in school units of an area. The learnings from such efforts might be used in developing a statewide provision for all pupils.

Some problems in the development of services have been presented in this chapter. Personnel shortages, the need for coordination among State agencies, and shifts from private to public concern over the well-being of children are some of the factors which must be worked with sensitively and wisely. The school itself must examine its programs and procedures in light of what is known about children and how instructional needs should be met.

The Commission believes a statewide attack on these problems is needed. Many individuals and groups have worked to improve the learning conditions of children. However, State leadership with the support of the people of North Carolina can offer, through the provision of services, opportunities for a generation of children to become healthier and more productive citizens.

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[19] Ralph H. Scott and Robert L. Denny, *Mandate for Tomorrow: A Report to the Governor*, Raleigh, North Carolina Council on Mental Retardation, December, 1965.

[20] Source of information: *Elementary and Secondary Committee Reports*, April 1968, Governor's Study Commission on the Public School System of North Carolina.

[21] *The People Left Behind*, A Report by the President's National Advisory Commission on Rural Poverty, Washington, D.C., U. S. Government Printing Office, September, 1967. This report recommends that every elementary school system have access on a continuing basis to specialists in early childhood education, 45.

[22] Charles F. Carroll, Superintendent of Public Instruction, "Improvement in Schools Said Needed," *Durham Morning Herald*, Sunday, July 28, 1968.

[23] Smith, *op. cit.*

[24] Scott and Denny, *op. cit.*

[25] Johnson, *op. cit.*

[26] Russell Heed, Technical Assistant, State Planning Task Force, in conversation, January, 1968.

[27] Charles Cameron, Director, Office of Comprehensive Health Planning, in conversation, January, 1968.

[28] Richardson and Higgins, *op. cit.*

[29] Scott and Denny, *op. cit.*

[30] Erasmus L. Hoch, "The Birth of a Commission," *Scope of Pupil Personnel Services*, Washington, D. C., U. S. Government Printing House, 1966.

[31] Walter Lifton in *New Worlds to Explore*, Lucy Davis, Editor, Euclid, Ohio, Board of Education.

[32] Sam Cornwell, "Coordination of Services," Prologue to *Mandate for Tomorrow: A Report to the Governor*, Scott and Denny, Editors, Raleigh, North Carolina, North Carolina Council on Mental Retardation, 1965.

[33] John Gardner, "The Ever-Renewing Society," *Saturday Review of Literature*, Vol. 46, 92-95, January 5, 1963.

[34] e. e. cummings in *What Psychology Shall We Trust?*, Goodwin Watson, Editor, New York, N.Y., Board of Publications, Teachers

College, Columbia University, 1961.

[35] N. C. Gen. Stat., Chapter 115, Article 36, 37, 38, provides for a basis for sharing programs for the mentally retarded.

[36] Elementary and Secondary Committees, *Reports of Subcommittees on Pupil Personnel Services,* The Governor's Study Commission on the Public School System of North Carolina, April, 1968.

[37] *The People Left Behind,* The President's National Advisory Commission on Rural Poverty, Washington, D. C., U. S. Government Printing Office, 1967, 57.

[38] The statewide study, *Mandate for Tommorrow,* and the in-depth Alamance County Study, previously cited, reported this need as a major recommendation. In addition, the North Carolina Medical Society and the North Carolina Congress of Parents and Teachers have requested such a provision for all school beginners.

[39] Henry M. Brickell, *Organizing New York State for Educational Change,* Albany, New York, New York State Department of Education, 1961.

[40] William S. Vincent, *Administration for Adaptability,* Vol. III, Donald H. Ross, Editor, New York, Metropolitan School Study Council, 1951.

[41] Richardson and Higgins, *op. cit.*

[42] Carroll, *op. cit.*

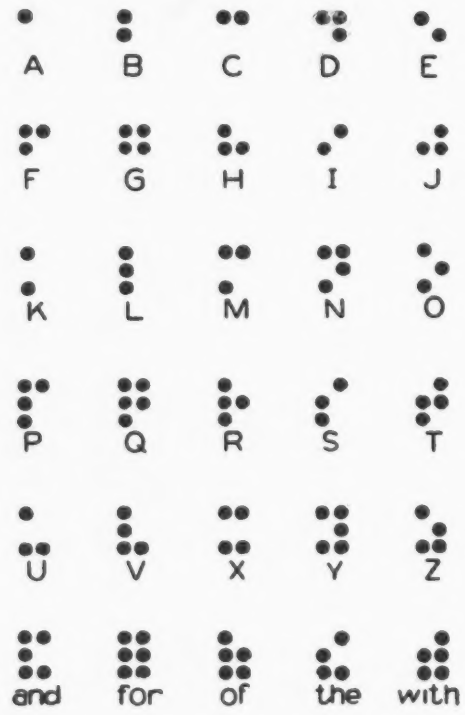
[43] Paul R. Mort, *What Makes Good Schools,* New York, Metropolitan School Study Council, Teachers College, Columbia University, 1945.

[44] Department of Public Instruction, *Profile of Significant Factors in Education In North Carolina,* 1968, Raleigh, North Carolina (mimeo).

Chapter 8

The Instruction of Exceptional Pupils

BRAILLE ALPHABET



The Commission shall give particular attention to the following areas of public school education: . . . the special education of handicapped children.[1] This certainly is an essential area of our public school system and one in which we must become more involved. Special education services (are provided) . . . but unfortunately they are not yet available to all who need them. . . . It is essential that care be taken to insure that our public schools are prepared to meet the needs of the children in the communities they serve . . . every child regardless of where he lives in this State shall be assured of his rightful educational opportunity.[2]

Introduction

The vision of the Governor and the 1967 Session of the General Assembly that the public schools should meet instructional needs of every child in the community where he lives far exceeds present provisions. Yet this vision reflects the fundamental principle that public education exists for the good of the people and that it is a powerful instrument to be used for the betterment of life in communities and in the development of the State and the nation.

North Carolina ranks as top state in the nation in that 98 per cent of its school age children attend public schools.[3] In many other populous states,[4] other school systems as well as the public school system are operable so that statewide provisions for special education must be at a supra-agency level, above the State Department of Public Instruction. If North Carolina could be responsive to the needs of children in its mainstream public program, the State could perform almost its total instructional responsibility for its children.

The Development of a Concept

This generation has seen how a person of unusual disabilities or abilities can contribute, sometimes dramatically, to the quality of the lives of a people. The early work of Binet and Montessori in this century contributed findings about mental retardation; their scientific tools have been used also to under-

stand and study giftedness. A science of the study of human behavior and capabilities has been born; like medicine, it has focused on the extreme or pathological, but relevant to the improvement of all human beings.

Of widespread interest and concern was the condition of returned disabled veterans from two World Wars and the Korean conflict. Able men, disabled during military service, needed re-education, special training, and special devices. National resources of talent, expertise, and money applied to this problem have yielded important products and programs for meeting such needs for any person.

Outstanding national leaders, such as Helen Keller, Franklin D. Roosevelt, and Pearl Buck have demonstrated, by direct experience, constructive ways of transcending handicaps and disabilities. Recently, President John F. Kennedy and members of his family have set an example for direct attack on the causes of handicaps. Support for national programs to meet such needs has been enacted in federal legislation.

These factors, coupled with others such as the advance of medical science, have created hope in private hearts and action by public officials to provide programs and services for exceptional children and adults. Richard McFeeley, Headmaster of the George School, gave personal testimony to the situation. He was attacked by polio during a stellar year at Swarthmore College and became permanently crippled. He described his movement from the cry of, "Why me?" to the question, "If me, then what?" [6] North Carolina citizens might ask, "If them, then what?" But in a larger sense, the question is directly, "If us, then what?"

A bedrock issue for society is at the root of the matter. Does a democracy care for all of its people? It has been said that one of the key criteria for judging the advancement of civilization is the way it provides for its own. With the increased survival of infants, the protection of life, the lengthening of life expectancy, the issue is a central one for society.

In the future, the need for special programs is likely to increase. Since the pupil population projection for the next decade predicts a decline, it would seem that if present needs were met, expansion of programs might not be needed. However, the factors listed below should be considered in planning for the next decade for North Carolina children with special needs.

> The number of children of school age who will continue in school and who are undetected by present procedures.
>
> The number of children who will enter schools due to entrance age and transfers from other states.
>
> The number of currently enrolled children who will be detected due to improved professional knowledge and procedures.
>
> The number of children to be cared for due to increased public demand and support.
>
> The number of handicapped children who will survive and attain school age due to increased knowledge and care.
>
> The increased educability of children due to new methods, new drugs, new therapies, etc.
>
> The increased legislation and financial support for services and programs.[6]

A Description of Exceptionalities

Organized programs of special education have moved from the idea of education of the handicapped to the idea of educating all exceptional children who can profit from instruction. When special education was more limited, it focused on deficits and lacks. However, with the advent of Sputnik, national attention was focused on the need to improve education of gifted and creative children. New differentiations also were made in the areas of learning disabilities which indicated that appropriate remedial work could place a child educationally retarded four years back to age and grade level within one school year. Recent research findings show that flat retardation is not simply one category; remediation and reversibility of

deprivation, if begun early enough, can improve mental functioning.

Due to these movements in understanding and professional thinking, children who differ from the normal as to unusual abilities or disabilities are classified as exceptional. This chapter is concerned with instructional programs for the large group of children termed exceptional, probably 20 per cent of the public school population.[7] Exceptional children are described in learning and behavioral terms. Other descriptions are valid, but the ones below are offered to provide a common ground for thinking of these children educationally. These descriptions are compatible with the descriptions used by the Commission's Advisory Committees on Elementary and Secondary Education and can be related to most existing programs of the State Department of Public Instruction.[8]

Descriptions

Speech Correction: One with defective or habitually poor speech in that it deviates so far from the speech of others that it calls attention to itself, interferes with communication, or causes maladjustments in the person.

Hard of Hearing and Deaf: Hard of Hearing: one in whom the sense of hearing, although defective, is functional with or without a hearing aid. Deaf: one in whom the sense of hearing is non-functional for ordinary living.

Emotionally Disturbed: One in whom emotional maladjustment interferes with learning and behavior to an excessive degree.

Exceptionally Talented: One who has an IQ of 120 or higher, a majority of marks of A or B in subject areas, academic achievement equal to expected grade level, and at least average in all areas compared to students of the same age.

Learning Disabilities: One with normal mental ability, sensory processes, and emotional stability who has specific defects in perceptual, integrative, or expressive processes which impair learning efficiency.

Orthopedically Handicapped (physically handicapped): One who has orthopedic impairment (of cogenital, traumatic, accidental or disease origin), such that he requires special instructional arrangements and therapies.

Visually Handicapped (including blind): One who is partially sighted or blind requiring special instructional materials due to eye condition.

Educable Mental Retardation: One whose rate of intellectual development is approximately one-half to three-fourths that of normal chronological age.

Trainable Mental Retardation: One whose rate of mental development is about one-fourth to one-half that of normal chronological age.

Note: The *Exceptionally Talented* description is uniquely a North Carolina State description. National definitions of giftedness (predicted as 3 per cent of a population) stress consistently superior abilities and performances; definitions of talented and creative are less relative to marks and IQ scores.

There are overlays of abilities and disabilities in each person. Consider Susan who has muscular dystrophy and an IQ of 137; or John, who has a language disorder, is very bright and is emotionally disturbed; or Henry, who is moderately retarded, visually blind, and very withdrawing. Results of studies indicate that the more major a disability, the more likelihood that other disabilities are present also.[9] With severe disabilities, sometimes with unusually gifted abilities, a child feels different or alienated from others to the extent that an overlay of emotional problems is present.

Current Status of Instruction for Exceptional Pupils

On a State level, similar to the national level, education for the exceptional child has attained recognition and has become a public responsibility. Evidence of this may be seen in such movements as State legislation, the utilization of funds from federal sources for State programs, and the dedication of State organizations of parents and citizens on the behalf of the exceptional. The State Superintendent of Public Instruction, Dr. Charles F. Carroll, points to the "differentiated education, designed to service the gifted, the mentally retarded,

and others . . . as the most profound change" he has observed in 47 years of education in the State.[10] The head of special education in the State's largest graduate training university also confirms the strides made in North Carolina in the past 15 years.[11]

In spite of these beginnings, differentiated education, the broadening and deepening of a comprehensive curriculum for all children, has not yet been achieved on a statewide basis. It is estimated that 15 to 20 per cent of the children in the North Carolina school system need differentiated instruction. A recent in-depth study of a typical county of North Carolina reported that "20 per cent of the children of the county were estimated to have handicapping conditions classified as moderate to severe." [12] Its "striking finding was that a large number of children with a record of one disability had one or more other disabilities not recognized." [13]

Instruction relevant to the needs of 20 per cent of State's pupil population is not offered currently. A July, 1968, State report indicates that the median special education class membership is 1.4 per cent of all class membership reported for the school units of the State. The highest ranking unit provides special classes for 3 per cent.[14] Is North Carolina providing instruction (such as itinerant, helping or resource teachers) to the exceptional student, other than through special classes? The report cited above indicates that the answer is "No." Teachers classified as special education in the median rank school system are 2.7 per cent of classroom teachers. Four school systems report special education teachers as 5 per cent of their staff; all other school systems report less than 5 per cent.[15]

The lack of instructional programs, enrollments, and personnel, coupled with the lack of diagnostic and support personnel outlined in the special services chapter of this report, indicates clearly the magnitude of this problem in the State school system.

Status of Current Provisions for Children

The majority of the exceptional pupils are not identified and are not reported as participating in instructional programs tailored to their needs as shown in Table 6.

Table 6 [16]

School Age Population (Age 6-18), 1967-68
By Chief Exceptionality

Type of Exceptionality	Pupils: Expected Incidence*	Pupils: Reported for** Public Day Schools
Speech defect	72,000	22,924
Hard of hearing/deaf	5,296	
Emotionally disturbed (needing special instruction)	24,000	69
Exceptionally talented	120,000	11,351
Learning disability	48,000	18***
Orthopedically handicapped	12,000	218****
Visually handicapped, including blind (needing special instructional arrangements)	3,000	515
Mentally retarded		
Educable	24,000	8,021
Trainable	16,480	1,848

*Based on national expectations for North Carolina Public School enrollment base of 1,200,000 except for N. C. State Department of Public Instruction expectations for Talented

**Based on *Biennial Report*, N. C. Department of Public Instruction, 1966-68 (unpublished)

***Classified as brain injured

****Classified as crippled

A recent in-depth study has been made of children in Alamance County (chosen as a typical cross-section of the State) and its findings were reported in *The Handicapped Children of North Carolina.*[17] At the time of the study, the average daily school enrollment for the county was 20,000. The following

numbers of children were reported according to the needs described below:

2,800 mentally retarded

1,900 emotionally disturbed (moderate to severe)

1,300 orthodontic disabilities (moderate to severe)

1,050 severely handicapped visual problems

1,050 chronic respiratory problems

In addition, a number of other types of needs of children were identified.

Information available, as illustrated by reports of State surveys and special studies, suggests that most of the exceptional children of the State are not reported at this time. Table 7 provides information about current instructional provisions of the North Carolina Public School System for the children who are identified and enrolled in programs.

The data in Table 7 suggest several implications for program provisions. Program provisions as reported are spotty across the State. Their existence and development vary greatly among school units. Five programs appear to be nonexistent in most school units; two others (speech and talented) exist in about three-fourths or less of the school units. State allocations for teaching positions do not insure a program or an employed teacher. More information is needed about the instructional program offered in public or semi-public residential centers, schools, or hospitals. At this time, no single agency appears to report the full coverage of exceptional children's instruction.

The findings of a recent regional survey of large eastern states compared the provisions of North Carolina to 15 other states. "In comparison to number served, our State was above average in mentally retarded (trainable and educable) and speech handicapped children. We were below average in the number of children in programs for the visually handicapped, the physically handicapped, the emotionally disturbed, the brain-injured, and the hearing handicapped." [19]

Table 7 [18]

Public Provisions for Pupils (Age 6-18), 1967-68

Type of Exceptionality	Dept. of Public Instruction		Residential Centers*
	Teachers in Schools	Units Operating Classes (N: 160)	
Speech	235	103	**
Hard of hearing/deaf	——	——	3 centers, 800 pupils
Emotionally disturbed***	6	3	**
Exceptionally talented	378	101	2 schools
Learning disabilities (as brain-injured)	2	2	——
Orthopedically handicapped (as crippled)	24	13	**
Visually handicapped/blind	8	6	2 centers
Mentally retarded			
Educable	1,208	154	8 centers, 14 workshops
Trainable	175	77	1 (with blind)

* All or partial public support

** Centers (if existing) directed by agency other than Public Instruction. The following report may be relevant:
24 state allotted teachers teach in hospitals and centers in 9 units.
21 state allotted teachers teach in orthopedic hospitals, sanatoriums, etc. in 5 units.

*** Additionally, there were 5 teachers for socially maladjusted.

It is not likely that the needs for programs for exceptional children will diminish, although the pupil population for the State is projected as stable or slightly decreasing. Some reasons were stated earlier in this chapter as to the continuing need to develop these programs. It has been estimated that, in 1976, 338,500 exceptional pupils will need educational provisions as contrasted to the present 240,000.[20]

Program Implications from North Carolina Law

North Carolina law provides for a complete and continuing census of school age children by the office of the superintendent of each school administrative unit. The census should be

accurate and correct, with no parent falsifying the age or mental and physical condition of each child. The superintendent's duty is to report the child by legal channels to appropriate institutions.[21] According to law, a child who has been determined as physically or mentally handicapped should be eligible for special instruction appropriate to his needs and which is available in the area of his residence.

School administrative units are authorized by law to operate programs for mentally retarded children or to cooperate by joint operation with other units. For trainable and for mentally retarded, State allotments are available for personnel.[22]

School administrative units may submit plans or joint plans with other units for programs for the exceptionally talented for State Department of Public Instruction approval and allocation of funds.[23]

On a State level, the State Superintendent of Public Instruction is authorized to organize and administer a program of instruction for handicapped, crippled, and other classes of individuals requiring special types of instruction. By law, his staff may aid local boards in organizing their efforts, recommend plans and curriculum, and provide recommendations (medical and psychological as needed). His staff may arrange for school attendance in units other than the child's own, and cooperate with other agencies concerned with welfare and handicapped persons (State Department of Welfare, State Board of Health, State Schools for Blind and Deaf, State sanatoria, hospitals, etc.). With approval of the State Superintendent, classes may be established for one or more children; itinerant teachers may be employed.[24]

By a law enacted in 1961, a Division for the Education of the Exceptionally Talented was created within the Department of Public Instruction. It was charged with providing testing services and evaluations to school administrative units and district supervisors for consultation in eight regional districts of the State.[25]

State operated schools for the blind and the deaf were authorized by law in 1881 and 1891, respectively. The 1968 North Carolina State Educational Directory lists three of these State schools, responsible to a Board of Trustees appointed by the Governor. Recently, three other residential programs have been provided: the Advancement School (for underachieving adolescents), the School for Performing Arts, and the Governor's School (a summer program for talented or gifted adolescents).[26]

There seems to be ample authorization for an adequate census of exceptional children, for organization and administration of a statewide system of educating students requiring special types of instruction, for joint operation by school administrative units of programs or for attendance of students in classes operated by other administrative units. Apparently there is a basis for planning, consultation, and coordination with other State agencies with similar concerns.

However, it appears that goals and programs are not determined by State law. An excellent review in 1968 of laws affecting mentally retarded children in North Carolina by William E. Benjamin and Mason P. Thomas, Jr., includes education among other aspects reviewed. These reviewers found that "the greatest deficiency of present legislation for special education . . . is the lack of adequate consideration of quality." [27] They summarized:

> Certain other problems relating to special education . . . remain unsolved in North Carolina. Are the goals of special education adequately defined and understood? Is the separation . . . into special classes the best approach to meeting . . . educational needs?
>
> What about the attitudes and understanding of professional educators, school boards, and the supporting public? These problems will not be solved through legislation and laws. It might be unwise to enact legislation until some of these issues are clarified.

Recurring Needs

The outcomes of study by the Commission's Advisory Committees indicate needs that should be met for exceptional

children's programs in the State. The membership of these committees included representatives of schools, State agencies, parents, health organizations, and citizens. During the study, the committees consulted with 35 public or professional representatives. The reports of these committees deal with the nine exceptionalities outlined earlier in this chapter. An analysis of the recommendations of the committees indicates recurring priorities for each of the nine types of pupils included in exceptional programs. Priority recommendations occurring in the majority of the nine types are listed below.

Program Development at a State Level
- The development of a statewide plan*
- Leadership*
- Trained supervision
- Utilization of centers for child study
- Research on current instructional problems
- Interdisciplinary consultation
- Development of regional centers

Diagnosis and Review of Children Relative to Instruction
- Early diagnosis and placement*
- Pre-school examination
- Parental counseling
- Pre-school programs as diagnostic
- Periodic screening for check-ups

Training of Personnel
- In-service training of present personnel*
- The development of training programs in the State
- Utilization of the middle manpower concept (aides) to aid shortages
- Use of national standards in development of State policies

Instruction
- Comprehensive instructional programs
- Specialized instructional materials and equipment
- Vocational training

Administration
- Transportation for children
- Better financial support
- Improved facilities

*Considered priority for each of the nine types

Three recommendations, appearing in each Committee report on each exceptionality, indicate immediate needs and can serve as a guide to the State for action. According to the Advisory Committees, the following needs should be acted upon:

The development of a State Plan and the provision of State leadership.

The development of training programs for personnel.

The early diagnosis and placement of children.

Similar thinking has been expressed by the North Carolina Council on Mental Retardation which recently outlined a proposal to facilitate action relative to the mentally retarded.[28]

The Goal: Meeting the Instructional Needs of Exceptional Pupils in North Carolina

Several principles may serve as guidelines for meeting the instructional needs of exceptional pupils. Guidelines should be developed in light of good practice (which has been demonstrated), valid trends, and sound approaches.

Nationally there has been movement away from isolation of these children and movement towards as full participation by them as possible in the life of the community school. National spokesmen for this movement are Frances Connor in "Special Education: Island, Peninsula or Mainland"[29] and Lloyd Dunn in a recent speech made in North Carolina, "Is Much of Special Education (as we have known it) Obsolete?"[30] Interested readers are referred also to the writings of L. S. Hollingsworth,[31] Romaine Mackie,[32] A. Harry Passow,[33] and S. A. Kirk.[34] Such changes in thinking are summarized below.

Movement Away from	*Movement towards*
Hiding in closet	Known and mobile in the community

Large residential institutions	Family or day care supervision
Doing for the child	Training or teaching child to do for himself
Classifying as unemployable	Vocational training, sheltered workshops
Isolated special schools	Special classes in regular schools
Isolated special classes in school	Resource teachers for child placed in regular class
Relieving child of school attendance	Providing arrangements within a local school

The following recommendations of the Commission are made on the basis of the findings and the results of its study of the needs of exceptional pupils.

51. The Commission recommends that certain provisions shall be made to meet pupils' instructional needs which are exceptional; that is, other than normal.

It is suggested that these provisions be developed, using the following principles as a basis for planning.

Insofar as possible, a child should be educated in the schools of his community, with the utilization of special arrangements and instruction as needed.

His program should offer a continuum of experiences, beginning early and extending through preparation to be a contributing citizen.

Pre-requisite to sound instructional programs is a competent diagnostic and consultative program of special services, directed towards diagnostic teaching.

Adequate instructional programs may be offered by cooperative arrangements among school units to provide a large enough pupil base enrollment to insure levels of instruction, variety of materials, and access to expert consultation.

Cooperation by schools with families and community agencies can yield better help and continued resources to the development of the child than isolated school efforts.

52. The Commission recommends that unless the condition of a pupil seriously interferes with his or others' progress, he should be educated in the program of his

school with special instructional attention given to his particular needs.

Provisions of a Program to Meet the Instructional Needs of Exceptional Pupils

The following provisions are outlined to give an overview of activities relevant to particular needs. In all cases, emphasis would be on the early determination of a child's needs and continuous re-evaluations of his progress and growth. As much as possible, needs would be met by individualized activities in regular classrooms of schools. Itinerant teachers, learning resource teachers, specialized instruction and materials would be utilized within the environment of the child. The retraining of regular classroom teachers would be directed towards diagnostic work, prescriptive teaching, and individual strategies for instruction. These teachers would have help from specialists as helpers and participants in the teaching process.

Such activities are relevant for the instruction of all children as needed, but they are especially important to the instruction of children described by the nine exceptionalities defined in this chapter. An individual child may participate in several of these programs simultaneously or sequentially.

Types of provisions for exceptional children are outlined in Appendix C of this report. For example, a provision for children with learning disabilities is described in detail. (An educational description of a child with learning disabilities was given earlier in this chapter.) An organized program to meet the needs of these children would be a new program for the State. Therefore, its development is described more specifically to show how a new program might be developed through several stages of concern, the actual steps to be taken, and the resources needed to initiate such a program.

Also in Appendix C of this report the reader will find outlines of program provisions for the other eight exceptionalities described in this chapter. Provisions are suggested for the following exceptional programs: speech; hard-of-hearing and deaf; emotionally disturbed; exceptionally talented; orthopedically handicapped; visually handicapped, including blind; mentally retarded, educable and trainable.

Suggested Implementation of Recommendations

The following steps are suggested in order to implement the goals and programs suggested in this chapter. A census, statewide, of all children and youth under the age of 18, would serve as a basis for projecting the needs of exceptional children. The agency responsible for educating all of the children of the State needs to know whom it should be educating. Authority for a school-age census is provided by State statute.[31] A comprehensive census was recommended in the 1948 statewide educational study,[32] and was one effort conspicuously missing as indicated by the findings of the Alamance County study in 1965.[33]

Therefore, the Commission recommends that the State Board of Education implement the following recommendation.

53. The Commission recommends that a statewide census of all children under 18 years of age be undertaken, with provisions to yield a projection of exceptional pupils, and that such a census be regularly updated.

Since the 1970 U. S. Census will be taken in the near future, might it be possible to collect data about exceptional needs of children in cooperation with its procedures?

The results of the Alamance County study indicated that the best yield of information about children is a summation of all sources in a community. No one source (teachers, clinics, or private or public care) reported a full picture of children's needs. A significant finding was that parents appeared to be reliable sources of reporting differences in their child. Of a special group of 456 children studied clinically from many viewpoints, 43 per cent of them had a condition requiring

special assistance. Parents had estimated 50 per cent of the group of 456. Parents' opinions differed just 7 per cent from clinical opinions.[34] The parent in the community confirms the wisdom of Brian Bird in suggesting that specialists should listen to the patient.[35] Not advocating an oversimplification of the problem, the Commission is suggesting that there are resources among parents, which utilized, could help move programs forward.

Based on informed opinion as to prevalence of children's needs, distribution, and density of location of these children in school units of the State, a plan to meet these needs should be formulated by the Superintendent of Public Instruction with the cooperation of school administrative units and State agencies. It is unlikely that the entire State can move forward on all fronts simultaneously due to such factors as the lack of trained personnel, community readiness, and financial resources.

However, a prototype of a cooperative project can be

Table 8

A Suggested Prototype

(A cooperative project of several school administrative units providing a 40,000 pupil base in a geographical area)

Type of Exceptionality	Instructional Personnel Assigned to Schools in Demonstration Area	Services Provided to Area by a Regional Center*
Speech correction, hard of hearing, deaf	9 speech therapists on itinerant basis to primary classes	Speech supervision and consultation, access to specialists such as otologists, audiometrists, media specialists.
Emotionally disturbed	2 resource teachers for individual or small group instruction in an elementary school, 2 aides	Consultation and supervision; access to psychological and psychiatric services, material resource center.
Exceptionally talented	12 resource teachers as helping teachers, primarily elementary schools	Access to psychological and curriculum specialists; multi-media approaches.
Learning disabilities	2 teachers and 2 aides for 2 classes of children in an elementary school; special physical facilities	Access to special service personnel; special instructional media.
Orthopedically handicapped	2 teachers, 2 aides, 1 physical therapist to 2 classes in elementary school; special physical facilities	Access to medical specialists; special media and apparatus.
Visually handicapped (and Blind)	3 itinerant teachers for instruction in primary classes	Specialized psychological testing; access to eye specialists; special books and other media.
Mentally retarded Educable	10 resource teachers for individual and small group instruction on primary level in elementary schools	Specialized testing; curriculum specialists; high-interest low level materials.
Trainable	4 teachers and 4 aides to 4 classes in 2 elementary schools	Specialized testing; community agencies.

* Refer to a description of Regional Educational Centers in the organization chapter of this report.

developed and can demonstrate successful and effective ways for school units to meet the instructional needs of exceptional pupils. Findings could be disseminated so that other programs in the State could utilize this information. Therefore, based on its review of ways to meet the instructional needs of exceptional pupils in the State, the Commission makes the following recommendation to the State Board of Education.

54. The Commission recommends that a demonstration project, such as that described in the suggested prototype, be undertaken; and that its findings be directed towards providing instructional programs for all exceptional children of the State.

The following five steps are suggested for consideration in planning:

One. A prototype of a cooperative project among several school administrative units could be initiated through a council of school administrators and a representative of the State Department of Public Instruction. (See the description of a suggested prototype.)

Two. Prerequisite to the demonstration is a program of special services and consultation available in the geographical region.

Three. A project would include planning, initiation, development, and evaluative phases. During this time, the project would be available for observation. Its findings could be disseminated across the State in an action-research style.

Four. The prototype project might be funded by a small planning grant, with a subsequent development budget based on local-State-federal and other funds to cover a five year period.

Five. Similar programs, based on the findings of this initial project, could be initiated throughout the State under the leadership of the Department of Public Instruction.

Summary

This chapter described the exceptional needs of children and reported on the present status of the North Carolina school system's programs for these children. It recommended an approach to the development of statewide provisions also.

School superintendents, reflecting the support of their communities, should be able to identify needs and meet them, utilizing flexible groupings, available services, and strategic learning experiences and materials backed up with the know-how of resourceful personnel.

It is acknowledged that for years good teachers have been perceptive about the special needs of children. Accommodations were made in one-room schools, are made in modern classes, and will be made in future classes by able teachers. But an assessment of needs, the involvement of the public, and enlightened leadership can make great strides in the improvement of a statewide program to meet the needs of the children of the State.

A goal for North Carolinians is that the exceptional child be included as much as possible as a member of the educational community, that he is not shunted off, isolated, or insulated from the life schools should be educating him to live. Therefore, the Commission recommends that in the public schools of North Carolina certain provisions be made for the exceptional child whose instructional needs vary or differ from normal.

To begin planning which will insure appropriate educational opportunity for all children with exceptionalities, the Commission recommends:

That a census or inventory be taken regularly as a basis for planning.

That, in developing plans, a demonstration project be carried out as a prototype in areas of the State.

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Chapter 9

The Materials and Tools of Instruction

When Mark Hopkins sat on one end of his log with his pupil on the other, his teaching differed very little from Socrates' classes in Athens' market place. Nor was there much difference in the amount of knowledge each had to teach. The Three R's prepared the pupil of 1850 A.D. as well as they had in 400 B.C.

Today pupils need the tools and methods to utilize the outcomes of the knowledge explosion of this decade. Each pupil needs a broad base of education upon which to erect his later specialties. He needs training to meet his individual needs, capabilities, and interests. Teachers need the freedom to select materials to guide each individual's learning at his own level and at his own pace. Most of all, the student should have the proper tools to learn all that he is able to learn. Cybernetics has created the need for increased knowledge; cybernetics also provides the tools for training to meet these needs.

The Commission's Advisory Committee on Materials and Tools of Instruction received testimony from more than 10,000 public school people, from the Superintendent of Public Instruction and his staff, from present and past members of the State Textbook Commission, and from professional education and publishing groups. In these sources, in published materials, and in the different kinds of experiences represented on the Committee, strong evidence was found to support the statements below.

North Carolina's schools must recognize and must accept the need for accelerated education, for broader scope of education, and for individualized education. Adherence to the programs of the 1920's does not properly train the children of the 1960's to live in the world of the 1980's. The schools must make use of all useful tools for learning. To do so requires the following:

Allow individual teachers the chance to innovate and to move forward freely in the selection and use of all the modern tools of learning.

Utilize procedures for selecting and acquiring books, library, and instructional aids, so schools can experiment

with all tools of learning and can adopt those best suited to the pupils' needs.

Develop regional media centers where professional consultant help can be obtained and where local school personnel may examine and evaluate instructional materials and equipment.

Provide funds to facilitate the use of new methods, new equipment, and for experiments.

Present Procedures For Selecting Books

Traditionally, school education has been thought of as education written in books. Movements through the school program has been translated into texts, such as *Second Grade Readers, Fifth Grade Arithmetic, Eighth Grade Science, Twelfth Grade Literature.* The results of tests based on grade level texts often have been the measurement of a student's education and have determined his eligibility for graduation.

Procedures published by the State Department of Public Instruction in November, 1967, indicate how textbooks and library books are selected, adopted, and distributed. It is the responsibility of the State of North Carolina and its county and city school administrative units to select, adopt, and distribute basal textbooks, supplementary textbooks, and library books. The definitions of these terms are given in the State Department bulletin.

Basal Textbooks. These are intended for use as a principal source of study material for a given class group of students, a copy of which is expected to be available for the individual use of each pupil in such class or group.

Supplementary Textbooks. These books are intended to enrich and extend the basal textbook program to satisfy curriculum needs and to provide for individual differences of students.

Library Books. These books are intended to support, enrich, and extend the total curriculum, taking into consideration the varied interests, abilities, and maturity levels of the pupils served. Nonfiction, fiction, and reference books are selected also to meet the changing curriculum needs and student interests and abilities.

North Carolina law sets forth the legal authority for the selection, adoption, and distribution of books. The State Board of Education determines regulations and guidelines for the administration of these general statutes for the State and for local administrative units.

Basal Textbooks. The laws governing the selection and adoption of textbooks may be summarized as follows. "Textbooks needs are determined by course(s) of study" which are adopted by the State Board of Education upon recommendation of the chief State school officer. These standard courses of study indicate "what subject shall be taught in each grade" and outline "the basal and supplementary books on each subject to be used in each grade." The duly adopted textbooks "shall be used by the public schools" and may not be displaced by the use of supplementary textbooks.[1]

The State Board of Education is "authorized by law to select and adopt for the exclusive use in the public schools of North Carolina, textbooks, publications, and instructional materials needed for instructional purposes in each grade and on each subject matter in which instruction is required by law." The law, amended by the 1965 General Assembly, is permissive in that now "one or more basal books or series of books" may be adopted. Contracts with publishers are for "a period of not less than five years" unless any advantage may accrue to the schools as a result of a shorter length of contract.

For the selection of basal books, the services of a professional twelve member Textbook Commission are utilized. This Commission is responsible for the selection of all basal textbooks in grades 1 through 12 in North Carolina. Members of the Commission are recommended by the State Superintendent of Public Instruction and appointed by the Governor for four-year terms. Seven of the members are concerned primarily with the selection of elementary school textbooks. The other five work with the selection of textbooks for secondary schools. The chairman of the commission is usually a superintendent of a local school administrative unit. Except for the chairman, the Commission is chosen from principals, supervisors, and

teachers. Many members follow the practice of having confidential advisors assist and advise them, but retain the responsibility for their recommendations.

Following recommendations by the Textbook Commission, the State Board of Education selects from those evaluated the books "which the Board believes will meet the teaching requirements of the North Carolina public schools in the grades for which they are offered." Sealed bids, requested of publishers, are opened at a regular meeting of the Board. Contracts are awarded for one or more basal books for each grade level and school subject as deemed necessary by the State Board of Education. All contracts for textbooks at the various grade and subject levels are usually set for five year periods on a staggered basis. They may be extended beyond the five year period annually.

Supplementary Textbooks. These books, which may not be used legally in the place of a State adopted basal book, are reviewed by the professional staff of the State Department of Public Instruction. Upon recommendation by the State Superintendent, the State Board of Education approves and adopts supplementary textbooks. During 1967-68, there were over 2,700 titles on the combined elementary and high school lists of supplementary books. Contracts for the purchase of such books usually run from two to two and one-half years. From the published lists, school administrative units purchase these books through the Division of Textbooks, State Board of Education. The State maintains its own warehouse to house and distribute basal and supplementary textbooks. Although the method of selecting supplementary books would seem to provide latitude for a wide choice, new materials are marketed much faster than the decisions are made regarding their use.

Library Books. Books for libraries are evaluated by the State Department of Public Instruction and by committees consisting of county and city personnel. The State Department publishes bibliographies of library books on general and specific topics. Professional lists prepared by authorities outside the Department of Public Instruction are used extensively in recommending titles on a particular subject. Since there are no requirements by the State as to what county or city school units place in their respective libraries, it appears that library lists issued by the State agency are not necessary. The Department's staff is encouraged to continue assisting local school personnel in the development of sound selection criteria and policies. The listing and publishing of library book lists should be discontinued.

The State does not appropriate funds for the purpose of purchasing library books. However, through the State allotment of $1.00 per pupil for library maintenance, book replacement may occur. School administrative units depend heavily upon local and federal funds for the purchase of books. During the fiscal year 1967, over 1,500,000 library volumes were purchased from funds, proportioned as one-quarter from State, one-quarter from local, and one-half from federal sources.

The goal of a child well taught requires that more authority for the selection and acquisition of instructional materials reside with local school officials. Responsibility has been granted for local selection and acquisition of library books, non-book printed materials, and audiovisual materials. The selection of supplementary textbooks rests with the individual schools since they select from an inclusive list of approximately 3,000 titles. There appears to be a time lag in getting titles on the list of supplementary textbooks, although the list is supplemented quarterly.

Selection of Basal Books

If recommendations are accepted for more freedom of local school administrative units in selecting basal texts, supplementary books, and library acquisitions, new guidelines must be established for the work of the Textbook Commission. The advisory work of the Textbook Commission would be increased

rather than diminished by the greater freedom given local units.

55. The Commission recommends that the State provide the means by which a selection of basal textbooks can be made by school administrative units from a listing of more than one basal textbook for all subjects required to be taught; and that this selection be made from lists of basal books screened and chosen as appropriate by the Textbook Commission and its advisory committees.

Provision is made by law for the adoption of "one or more basal books." The law provides all the flexibility needed to implement a policy of giving local school officials a greater selection of textbooks.

For the purpose of keeping instructional materials current, the review of adoptions of basal textbooks should be a continuous process.

56. The Commission recommends that the Statute, G.S. 115, 207, be amended so that length of contracts for state-adopted basal books be changed to "length of adoption shall be made according to the nature of the instruction and the relevancy of the book."

Impartial, professional, and lay evaluation of basal books can be assured by the adoption of new procedures.

57. The Commission recommends that *ad hoc* committees be established to make recommendations to the Textbook Commission as a whole.

An *ad hoc* committee for each adoption should include teachers, supervisors, subject specialists, persons responsible for the appropriate State course(s) of study, and attorneys. These committees would hear all group presentations by textbook publishers and should receive payment for expenses incurred by this service.

Regulations are necessary regarding the activities of representatives of publishers during an adoption period. In the past, no representative of a publisher which had a book under consideration for adoption could work in any way in a county where a member of the Textbook Commission resided. Some caution should be exercised to safeguard the Textbook Commission and their committee members from undue influence and also to assure publishers of their right to represent their interests outside the scope of the particular area of adoption. In order to screen the wide range of basal textbooks available for multiple-adoptions, some publishers, especially the larger ones, might not submit a book for adoption rather than relinquish their service and the promotion of their other materials in a county where a Textbook Commission member lives. Clearly a committee on procedure is indicated. Such a committee should have the services of the following: present and past chairmen of the Textbook Commission, the State Superintendent, and representatives of commercial publishers. Written procedures would be useful to all involved in the selection process.

58. The Commission recommends that a committee on procedure be initiated to establish rules, regulations, and policies directing the activities of representatives of publishers during an adoption period.

In light of the restriction of members to evaluation in either the elementary or secondary areas and the past racial imbalance among the Textbook Commission, the following recommendation is made.

59. The Commission recommends that the Textbook Commission appointed to choose basal textbooks for the children in the State's public school system be representative of all the people of North Carolina and that the broad scope of instruction in public schools, grades kindergarten through grade 12, be represented on each adoption.

While the present system of distributing basal textbooks is satisfactory and should be continued, plans should be made for increased demand for service when the full program of multiple adoptions is implemented. It is proposed that the State test the economy, efficiency, and educational effectiveness of providing paperback textbooks. It may be practical for the student to purchase three or four paperback books for the cost of one hardback book and reap the benefits of student-owned textbooks.

Another area meriting study utilizes materials designed for self-teaching. Such materials may present basic content and skill areas, freeing the teacher to extend and enrich student learning.

Selection and Aquisition of Instructional Materials and Equipment

The advances occurring in educational technology today are termed revolutionary. The past decade has been one of rapid acceleration in the development and production of new materials. Today, a vast array of materials is available for instruction.

These advances in educational technology call for an increasing use of the newer media and its related equipment in all classrooms and adaptation of older, excellent aids. They demand experimentation and retraining on all levels of teaching. Computerized typewriters, computer-assisted instruction, and listening centers where a student can have dialogue with a taped storyteller are realities. The storage of programs on computers for individual student use offers great potential. Filming and storing the contents of libraries for instant retrieval is possible. Through advancing technology and lower costs, individually owned computers may replace the school owned one.

Instructional Materials. These include all media and related equipment which are printed, published, and produced for use by students and teachers. Some examples are books,

magazines, documents, study prints and reproductions, maps, globes, charts, disc and tape recordings, transparencies, films, and filmstrips. These tools of instruction are described as instructional aids and equipment, audiovisual materials, supplementary books, library books and resources, or inclusively, as educational media. The focus of a definition should be on the purpose served; they are considered material resources which facilitate optimum learning.

Since there are important changes in school organization and in the teaching process, modifications are necessary in the process of selecting and acquiring instructional materials.

60. The Commission recommends that the primary responsibility for choosing and acquiring supplementary and library books and instructional materials and related equipment be placed with the school administrative units.

Efforts should be made to insure full responsibility to school administrative units in the acquisition of materials.

61. The Commission recommends that the State discontinue the practice of purchasing, for resale to schools, supplementary textbooks and library books.

Regulations which concern sources from which materials can be purchased tend to limit local freedom of selection. The purchase of library books from the titles given in the annual *Library Book Catalogue*, published by the State Department of Public Instruction, while optional, has in practice limited selection of library books.

Purchasing. Currently many items of instructional supplies and equipment must be purchased under contracts set by the Purchase and Contract Division, State Department of Administration. This method may provide protection for small school administrative units from local pressures and may result in price savings. On the other hand, purchase through the Purchase and Contract Division may result in unsuitable items, in difficulty in meeting particular instructional purposes, and problems and costs in providing maintenance service for obsolete models.

62. The Commission recommends that a thorough and objective study be made of the advantages and disadvantages of the practices of purchasing instructional supplies and equipment through the purchase and contract system.

Maintenance. Equipment must be maintained in satisfactory condition to provide good instruction and to guarantee adequate returns for the money invested. Many areas do not have available commercial services, and many school administrative units cannot employ a staff to maintain equipment.

63. The Commission recommends that additional consultant services from the Division of Educational Media, State Department of Public Instruction, be made available to assist local school units with plans for developing or contracting for efficient equipment, maintenance, and repair service.

Organizing to Provide Instructional Media

The terms school library and school librarian are well understood in North Carolina. Traditionally, school libraries have been centers for printed instructional materials. With the growing availability and use of audiovisual materials and related equipment, most school libraries have become instructional materials centers responsible for educational media. Many have retained the name, school library. Some names have changed to instructional materials center or learning resources center. These terms are used also to designate separate collections limited to audiovisual materials.

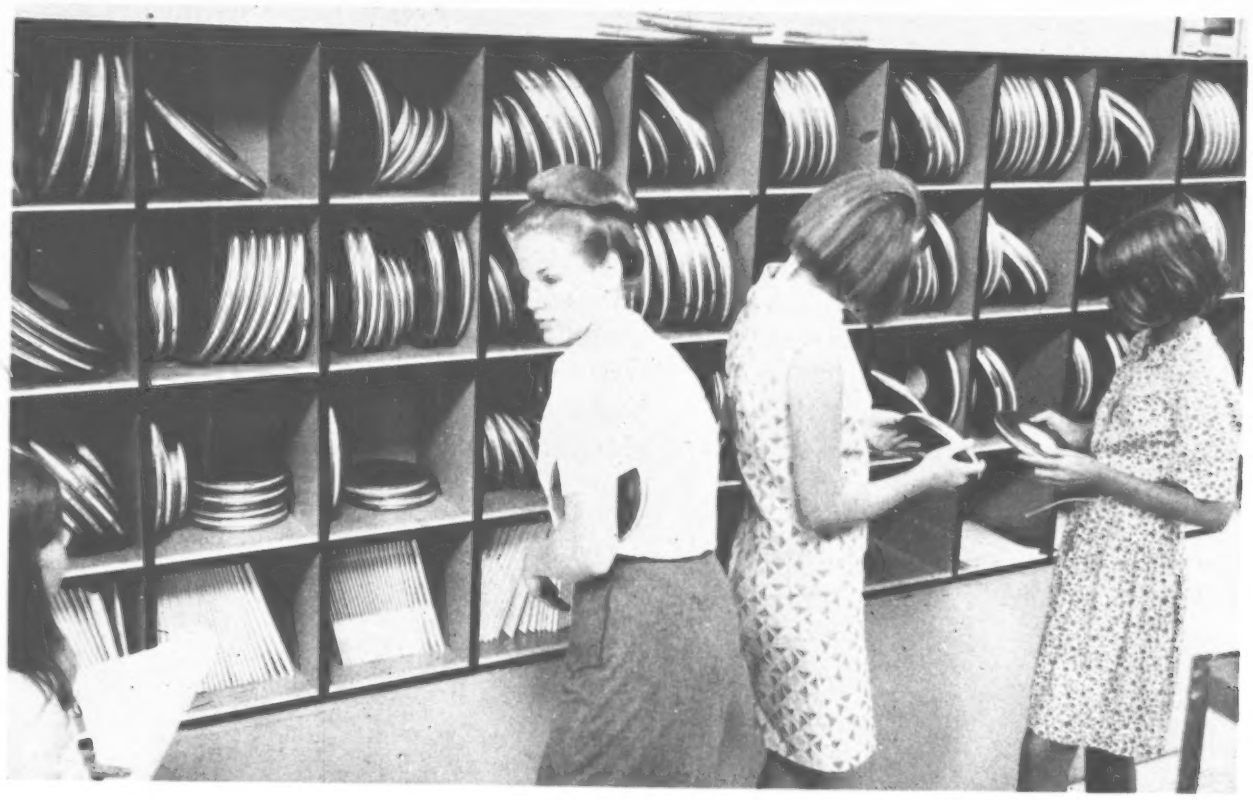
An inclusive form of organization is needed to provide teachers and pupils with instructional materials. Characteristics of organization are related to changes in the goals and

patterns of courses of study, the nature and size of pupil groups, and teachers' needs. The organization of instructional materials, both the older and newer forms, may help solve crucial problems in education—or it may add new ones. Instructional materials, supplies, and equipment are basic resources for teaching and learning. An adequate collection of these resources is necessary in every school for teachers to achieve the purposes of education.

Organizing to supply quality materials of sufficient variety and quantity is a service. The goal is for this service to be as simple and practical as possible. Convenience to the teacher or teams of teachers should be the first consideration. Using instructional materials, including books, depends upon the availability of the materials and the related equipment, circulation of limited resources, and appropriate arrangements. Common problems are that resources are not available when needed, that equipment is out of order, that books are out of date, or viewing conditions are inadequate. Such problems interfere with students' instruction. These problems can and should be solved.

Obviously, the nonbook materials of instruction and related equipment are difficult to store, circulate, and maintain. Each school needs a library or an instructional materials center which catalogues all printed and published materials. There should be classroom collections of materials which are necessary for daily use. Basal and supplementary textbooks, globes and maps, charts and study prints are a few examples. These should be assigned to teachers on a regular basis.

The instructional materials center (IMC) should be accessible and should serve teachers and pupils. Accessibility includes non-school hours during the day and during summers. Storage, selection, circulation, maintenance, and evaluation of services should be provided in the center. Larger schools include facilities for production of materials designed by teachers. The center appears as a library with reading areas and spaces for books. It includes space for displaying and



storing periodicals, reference materials, films, filmstrips, disc and tape recordings, and specialized equipment. Carrels for individual study—some equipped for audiovisual resources—and spaces for work, conference, and production should be included. Facilities should be planned for circulation of materials and equipment loaned from administrative, regional, and State centers.

Although it is preferable that materials and equipment be owned by individual schools, some factors limit this practice. These factors include cost, duration of use, type of delivery available, and the nature of the materials. A central distribution center is suggested for materials such as films, tapes, expensive models and specimens, and videotapes for educational television. Cooperation among small school units could make a wider collection of materials available. Regional centers, a concept to be developed in another chapter, could facilitate cooperative practices.

The concept of the school library should be enlarged to represent a unified program involving printed and audiovisual resources. The following three objectives should be typical of an instructional materials center (IMC). It should circulate books and materials among students and staff. It should provide resources and work space for the school staff. It should facilitate independent study for students.

An educational media center should exist at the school administrative unit or regional level, or at both levels when resources permit. Such a center provides services to local schools. It maintains a film service. It provides equipment replacement and repair service. It could provide a laboratory or workshop for teacher preparation of materials and a production service to assist in preparation. The center should provide evaluating services regarding the selection and acquisition of materials. Most centers have a distribution service which is broader in concept than a lending library. Some administrative units provide a cataloging service so that published materials are ready for circulation when delivered for use.

Organizing to provide instructional materials of high quality and sufficient quantity is a necessary function of the public school system.

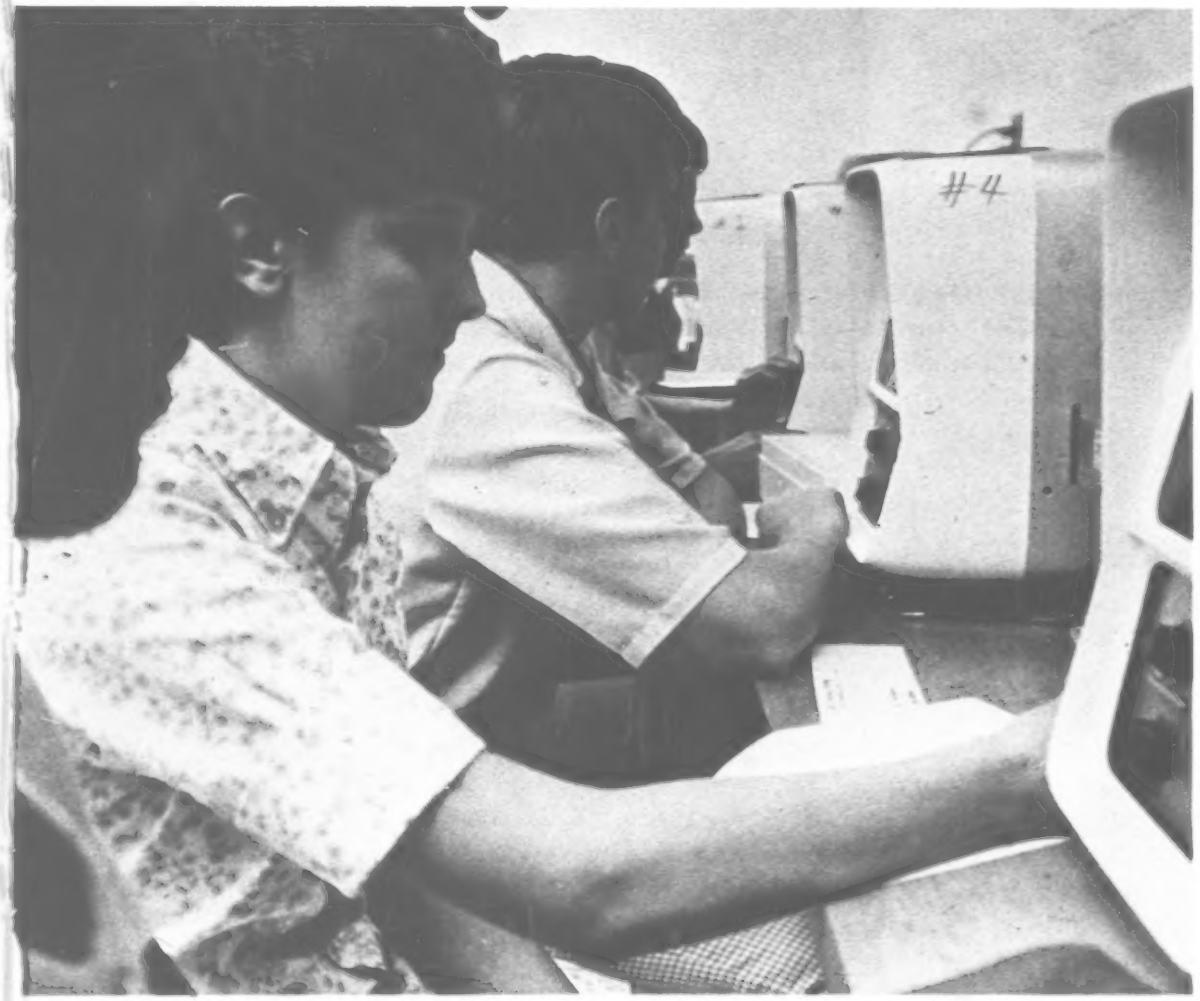
64. The Commission recommends that each school have an instruction materials center to house and circulate a full range of printed and published materials and equipment and to provide the accompanying services. This center should have available services and consultation from similar centers at the school administrative unit or regional and State levels.

Staffing to Provide Instructional Media

Teachers, librarians, and administrators should be qualified for duties delegated to them and have the time and supporting technical help with which to perform their work.

There should be an assessment of the unique contributions of the teacher in relation to the newer educational media. Progress toward better planning is indicated by the movement toward teachers working in teams. One member of the team may serve as an instructional materials representative. Representatives from teacher teams may number four or five in a school, depending upon the size and organization of the school. Not only would these representatives seek opinions from other teachers regarding materials, they would represent the teachers on systemwide committees. They should evolve an understanding of resources within their schools and at the regional and State levels. These teachers should possess special competence and interest in this area.

Educational media specialists and aides should be available to teachers and should be located in an IMC in a school. They implement services for teachers and students, and they insure effective use of resources. As libraries develop into instructional materials centers, the responsibilities of librarians or media specialists expand. Clerical and technical assistance is needed to aid the librarians in new roles. Providing an aide



for each IMC should be viewed as an economy in terms of services realized.

Each school administrative unit should have a coordinator of media services. Large units need a media staff. The functions of the coordinator include assisting in the selection of materials and equipment, centralizing purchasing to insure economy, providing consultation to schools, and conducting in-service programs. In addition, professional libraries and services should be maintained for teachers.

During 1966-67, in the 2,131 schools of the North Carolina Public School System, there were 1,718 librarians or media specialists. The average number of pupils for each librarian was 689. Services required by pupils and teachers indicate that a significantly lower ratio is necessary. The same year, there were 90 library supervisors or coordinators employed by school administrative units in the State. Fifty-four per cent of the units had the services described above. Manpower needs for services in instructional materials should be focused on securing qualified coordinators. A committee of the Commission recommended that funds from the North Carolina Prospective Teachers Scholarship Loan Fund be made eligible to assist college graduates and undergraduates to enter approved programs leading to certification as educational media specialists.

An outstanding program of consultant services exists through the State Department of Public Instruction. However, its Division of Educational Media does not have sufficient staff to meet the requests of local schools and administrative units. Additional staff is needed to develop programs of service in the proposed regional centers. The regional centers would provide services comparable to those offered by the Division's Learning Center in Raleigh.

A larger staff for the Division is needed to provide consultant help to school administrative units for well-designed pilot programs to evaluate and disseminate findings regarding new media and equipment. A project should be undertaken to update media standards related to accreditations of schools.

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Schools need more adequate criteria for guidance in the acquisition and utilization of educational media. Leadership from the State level would insure more effective and economical decisions by school administrative units as the transition is made from State to local responsibility in the selection of instructional materials.

The realization of full value from investments in educational media depends largely upon the availability of competent and sufficient personnel at the school and the school administrative unit levels. Leadership is crucial from regional and State offices.

65. The Commission recommends that personnel be employed to serve as media specialists and aides in schools and that coordinators of educational media services be employed in school administrative units. (The employment of coordinators should receive priority action.)

66. The Commission recommends that the State's program of consultation to schools and school administrative units be expanded to include services at regional centers; testing, evaluation, and dissemination of findings; and the updating of State standards for the accreditation of elementary and secondary schools in regard to the acquisition and utilization of instructional materials.

Financial Considerations

Instructional materials, supplies, and equipment are basic for teaching and learning. They should be available without great dependence on the ability of the school administrative unit to raise tax funds, or to obtain federal aid, or to raise funds by charging pupils, or sponsoring fund raising events.

State aid is inflexible. The present system earmarks all funds for specific types of materials and requires that they be spent for these purposes regardless of local needs. The distribution of State aid is not balanced. For example, $1.00 per pupil is provided in the school library maintenance fund for purchase of library books, magazines, and related supplies. Audiovisual materials may be purchased from the instructional supplies fund which allots only $1.75 per pupil for all

types of consumable supplies, as well as audiovisual materials. For grades 1 through 8, the State provides free basal textbooks and allots $2.00 per pupil for purchase of supplementary texts. For grades 9 through 12, the State allots $10.00 per pupil for purchasing basal and supplementary texts. No State aid is available for the purchase and maintenance of equipment. In 1966-67 the average per pupil expenditure for the purchase of audiovisual equipment was $1.86 in North Carolina schools. This figure represents local and federal funds.

State aid is insufficient. The State reports a wide variation in the ability of school administrative units to purchase instructional materials. The 1966-67 fiscal reports document the fact that undue reliance is placed by North Carolina school administrative units on federal aid. The largest amount of federal aid is earmarked for specific subject fields or for schools serving specified proportions of economically disadvantaged children. Even the federal aid funds vary because local funds must be provided to match this aid.

The division of State aid into different funds promotes a fragmented approach to the selection and acquisition of instructional materials. Less categorization of funds would be more helpful in meeting needs.

67. The Commission recommends that sufficient State funds for the purchase of instructional materials—including book and nonbook resources, supplies, and equipment—be combined into one State allotment on a per pupil basis for instructional materials.

Under the present system, local funds must be used as matching funds for participation in federal aid afforded by the National Defense Education Act (NDEA). Its effect is that poor school administrative units become relatively poorer. If State aid funds were eligible for matching purposes, school units unable to raise sufficient funds to match their proportionate share of NDEA funds could utilize this source.

68. The Commission recommends that State aid funds allocated for the purchase of instructional materials be declared eligible for use as matching funds under federal aid programs.

Summary

An adequate collection of materials and tools of instruction should be provided to pupils and teachers in each school in the State. These materials and equipment include all items—book and nonbook resources—which are printed, published, and produced for use in instructional programs. All books, materials, supplies, and related equipment should be classified as instructional materials and funds for their purchase should be combined into a State fund allotted to local school administrative units on a per pupil basis.

To meet more adequately the need of students for appropriate instructional materials, the Commission recommends that the State provide the means by which a selection of basal textbooks can be made by school administrative units. The primary responsibility for choosing and acquiring supplementary and library books, instructional materials, and related equipment should be placed with the local school administrative units.

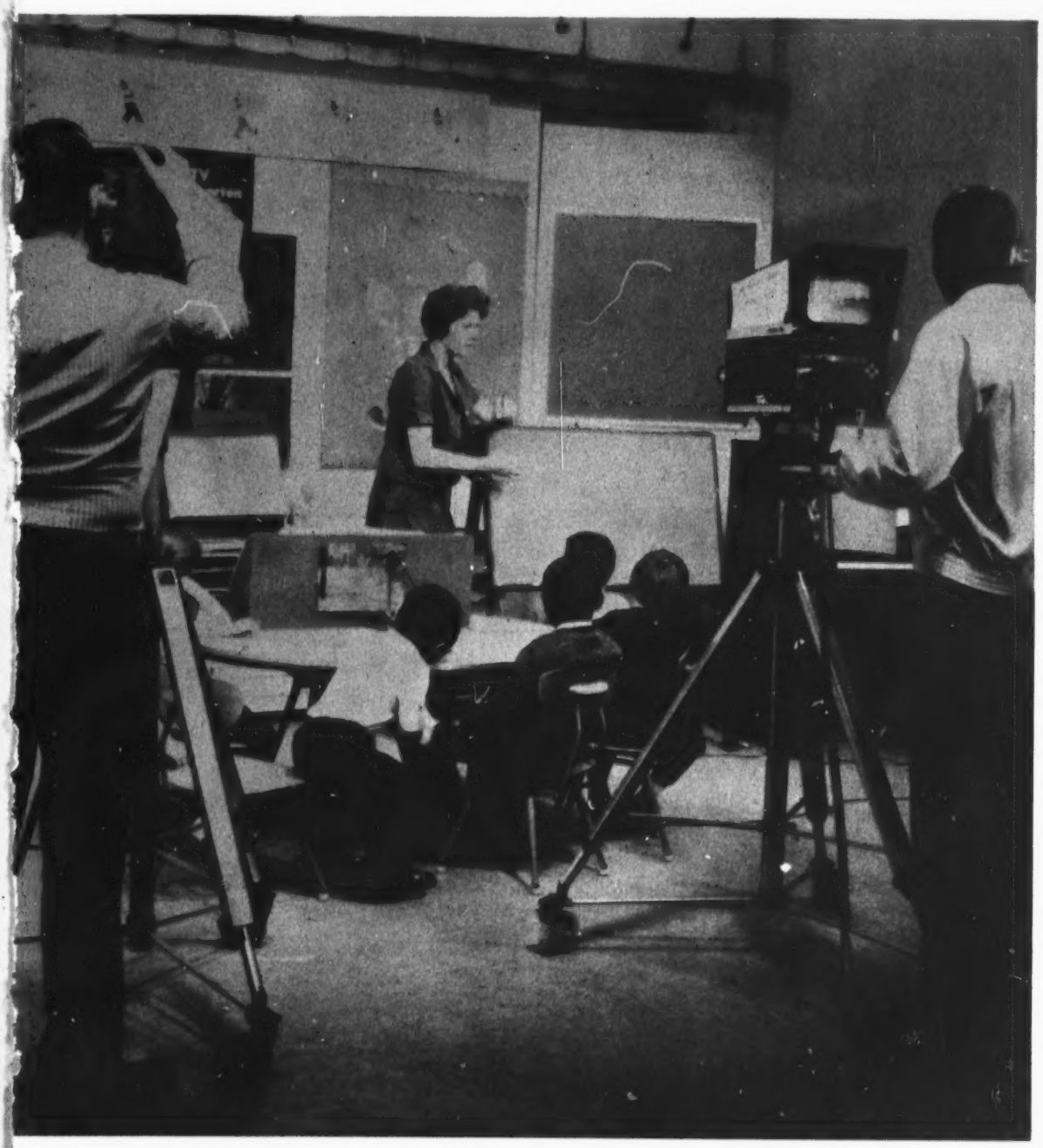
Schools should focus on organizing and staffing to provide a wide array of materials and services for students and teachers. Therefore, the Commission recommends that each school in North Carolina have an instructional materials center which houses and circulates a full range of educational media. The Commission recommends that coordinators of educational media be utilized by the school administrative units and, as soon as feasible, media specialists and aides be employed in all schools.

References Cited in the Text

[1] All quotations in this section are taken from the N. C. Gen. Stat. § 115-206 through 211.

Chapter 10

Educational Television



More than any other technology of communication, television has made the world into a neighborhood. When and wherever events of interest occur, television cameras become the public's eyes and ears.

John Goodlad believes that what the school does in educating young people appears to be just about as "potent as other factors determining what the child learns and becomes." He asserts that television transmits a major segment of the culture to the young and that "if the years before beginning school are taken into account, television occupies more hours than schooling during the eighteen years from birth to completion of high school." He suggests that "there are few signs that school and television are about to enter into a jointly planned enterprise for the instruction of the young."[1]

Television gives children an intimate and personal view of the world and its events. Teachers recognize the impact of public television on their students, and those who establish educational policy would like to appropriate the benefits of educational television. The challenge is for the public and its educators to invest in television's potential for education.

How can television become a force for more effective teaching and learning in the schools? The production on videotape of news and informational programs can be utilized by teachers. Instruction by television could be offered in certain areas of study where shortages of teachers or facilities exist. For example, a few students in a small secondary school could gain from an excellent televised course in physics or advanced mathematics that might not be available to them otherwise. Very specialized and technical experiences in occupational education can be made available to students in some cases.

North Carolinians can take pride in the success of the State's primary program, "Exploring the World of Science," which was viewed by 50,213 students in 1967-68. Programming of this type offers more promise than rigid formats of in-school instruction in history, mathematics, or physical science. The television instructors are commended for their

attempts to make the courses flexible in use and responsive to feedback from students. Of course, videotape can be utilized so that particular courses can be screened when individual schools wish.

Preparation of teachers can be improved and enriched through the use of television before and during their student teaching. Closed-circuit television permits prospective teachers to view school activities without disturbing students. Teaching procedures, captured for instant replay by videotape, can be examined. Television makes it possible for the teaching process to be scrutinized as never before. Television is suited uniquely to the evaluation of teaching and learning.

The art of communicating effectively with teachers and administrators can be improved through the means of television. Not only should programs be directed at improving courses of study, but also they may be used as a regular procedure in disseminating information to all teachers. Within school administrative units, superintendents can communicate with faculties meeting in their own buildings. Two-way exchange, at least of sound, is now possible. Television may make this kind of exchange practical.

In addition to television consoles for receiving programs located in each teaching station, videotape recorders should be available. Teachers and students will use these recorders in various ways. A replay of videotaped classes will allow students to evaluate their thinking and their contributions to discussions.

The future of modern education depends increasingly upon the materials which are selected to achieve its purposes. Most of the technical problems of television have been resolved efficiently and economically. The use of television for instructional purposes is limited primarily by the quality of educational planning and the sufficiency of financial support.

The Commission's Advisory Committee on Educational Television emphasized the need for bold, imaginative, and widespread use of educational television in North Carolina. The Advisory Committee considered the status of educational television (ETV) in the State, its effectiveness, and its utilization. The Committee visited the educational television station in Charlotte and the Chapel Hill television studio. It conducted a survey of coordinators of in-school television. Committee members interviewed key people working in educational television and reviewed the literature relative to this field.

This chapter presents the current status of educational television in North Carolina, an opinion about the potential of this new media, and suggestions guiding implementation of recommended action.

The State's Educational Television Network

During 1967-68, the University of North Carolina completed the first phase of its plan, authorized by the 1963 General Assembly, to establish a State educational television network. Completion of this phase added four transmitting stations to the original station, WUNC-TV, Channel 4. In 1967-68, the five educational television stations operating are: WUNC, Channel 4, Chapel Hill; WUND, Channel 2, Columbia; WUNE, Channel 17, Linville; WUNF, Channel 33, Asheville; and WUNG, Channel 58, Concord. All of these transmitters are programmed simultaneously.

The 1967 General Assembly provided funds for the second phase of the system's expansion to activate four more transmitters in the vicinities of Franklin, Winston-Salem, Kinston, and Wilmington. These transmitters will be operational after 1968-69. The completion of these facilities will place more than 90 per cent of the State's area within the predicted coverage of at least one of the nine transmitters.

The third phase will provide for an engineering survey to determine the areas of the State not receiving signals from any of the transmitters. Subsequent work will bring telecast services to those areas by adding low-power transmitters, translators, and wired systems.

The University maintains and operates television studios on its three campuses in Chapel Hill, Greensboro, and Raleigh. The State Department of Public Instruction produces television programs under contractual agreements with the University.

Educational Television Programming

In July, 1961, the State Board of Education adopted the "Statement of Policy Governing the Administration and Supervision of Educational Television." At that time the Television Education Section was established within the State Department of Public Instruction to administer and supervise the Program of Education by Television. The Department has continued the four programs of direct teaching by television originated by the North Carolina In-School Television Experiment of 1957-62. These programs include televised courses in eighth grade mathematics, physical science, world history, and United States history. They are designed to carry the major responsibility of providing the basic instructional content to receiving classes. The television lessons are broadcast live daily during the school week throughout the school year.

During the past seven years, there have been four significant developments in the Department's use of television. In 1964 the State Board of Education authorized the Special In-Service Television Program to be a part of the Program for the Professional Improvement of Teachers. In 1965-66, the School Food Service Section made television a regular part of its training program by offering its first series of 30 weekly televised lessons. In the spring of 1966, the Vocational Agriculture Section offered its first instructional television weekly series for Adult Farmer Education classes. In 1966-67, the in-school television program for the primary grades, "Exploring the World of Science," was produced on videotape and broadcast for the first time. Prepared for the Comprehensive School Improvement Project with the cooperation of the Division of Instructional Services, this program was the Department's first departure from the pattern set for in-school television during the Television Experiment. It offered weekly, rather than daily, supplementary lessons for classes and weekly preparation programs for teachers using the series.

The "Methods for Modern Teachers" series is a cooperative programming project involving the University of North Carolina School of Education at Chapel Hill, several North Carolina school administrative units, and the State Department of Public Instruction. However, the State Department of Public Instruction was given responsibility for developing 27 of the 33 programs in the 1967-68 series.

Utilization of Television Programs

The utilization records for the 1967-68 In-School Television Program show that its five programs are used as follows:

The United States History program was utilized by 5,546 students in 118 classes in 54 school administrative units.

The Physical Science program was utilized by 3,800 students in 90 classes in 42 school administrative units.

The World History program was utilized by 3,999 students in 93 classes in 47 school administrative units.

The Eighth Grade Mathematics program was utilized by 9,272 students in 244 classes in 54 school administrative units.

The Primary Science program, "Exploring the World of Science," was utilized by 50,213 students in 1,308 classes in 31 school administrative units.

The 1967-68 Special In-Service Television Program, "English—Fact and Fancy," was utilized by 1,748 participants and 39 administrative units.

The Vocational Agriculture Section's reports on the utiliza-

tion of the first two Adult Farmer Education series gave the following data:

> The Home Landscaping program was utilized by at least 1,100 participants. Classes completed programs in 92 schools.
>
> The Farm Records and Income Tax program was utilized by 600 participants. Classes completed programs in 54 schools.
>
> The Herbicides program completed programs in 41 schools. The records of enrolled participants are incomplete at this time.

The School Food Service Section offered one course, "Equipment Use and Care," completed by at least 1,200 persons during 1967-68.

In all instructional television programs offered by the State Department of Public Instruction, course guides for use by teachers and students are prepared to accompany the television lessons. For the In-School Television Program, the studio teachers prepare the materials which are printed and distributed by the Television Education Section to teachers participating in the program. This office has the responsibility for supervising the utilization of the televised instruction of the four secondary courses. The studio teachers, along with their advisory classroom teachers, have borne the major responsibility for determining the content and sequence of lessons. Efforts are under way to include the social studies, mathematics, and science supervisors in planning and developing the four programs.

Other Television Programming for Public Schools

At the present time the University of North Carolina is not producing or broadcasting any programming designed specifically for in-school use, except the programming for the State Department of Public Instruction. The North Carolina Agricultural Extension Service sponsored a "4-H TV Action Club" series in early spring, 1968. The series, developed at Michigan State University, was directed towards older elementary school children. Teachers' guides were available for in-school follow-up of the program which was televised in the late afternoon.

Charlotte-Mecklenburg's Broadcast ETV Station

The only non-commercial broadcast television station owned and operated by a local board of education is Charlotte-Mecklenburg's WTVI, Channel 42, initiated in 1965. It is a community-oriented production and broadcasting center. From its studio and transmitter site on Coliseum Drive in Charlotte, it produces and broadcasts a range of instructional, cultural, and informational programs to schools and homes within a radius of at least 40 miles. In-school programs are presented on all grade levels. Major emphasis is on the elementary and junior high grade levels, where needs are most pressing and scheduling is more flexible. Programs range from single specials to regular weekly series. In all cases they are designed as supplementary to the work of classroom teachers.

New Hanover County's Closed-Circuit Television System

New Hanover County Schools is the only local school administrative unit using a closed-circuit system in the State. The Cable Television Company of Wilmington provides free cable service to the schools within areas where it has subscribers. Upon the offer of the company to fill Channel 4 with programming that might originate from its own studio, the local board of education agreed that such a closed-circuit television system should be established. The first test program was televised from the unit's studio in March, 1966.

The first project was to start a daily kindergarten program for economically deprived children. The "TV Kindergarten" began in April, 1966, and is continuing. However, the New Hanover educators believe that the primary function of in-

structional television is to support, extend, and broaden the curriculum, rather than to offer self-contained instruction. The New Hanover CCTV system is school-oriented, and it is not obligated for other community services. The unit's studio also is producing programs for in-school use.

Other School Systems

In addition to these two school administrative units, the following units have started locally planned use of television ranging from simple portable videotape equipment to a 2500 megacycle system. Most of these units are utilizing funds from the Elementary Secondary Education Act (Title III).

Lexington has one junior high school which is beginning a curriculum methods development project, utilizing television.

Moore County is preparing for an inter-school communications system.

Rocky Mount has designed a two-county (2500 megacycle) system and is seeking funds to buy and install equipment.

Richmond County has a planning grant to design a closed-circuit television system.

Salisbury has begun an operational program which includes the purchase of television equipment.

Beliefs Relating to Educational Television

The following beliefs have provided a basis for the recommendation of the Commission.

Instruction by television can be a vital part of the educational process and an active influence affecting individual and collective behavior, both student and adult.

Flexibility in programming is important so that the viewing by students can be arranged at times appropriate to their study and schedules.

Educational television can disseminate information helpful to teachers. This can be done by providing in-service classes and workshops in content, methods, and media.

Instruction by television can provide additional learning experiences for the educationally and culturally disadvantaged.

Television should be used to interpret the work of the schools to the public.

Television should be used for general and special education of adults.

Colleges and universities should prepare teachers for the effective use of television in instruction.

Effective working arrangements should be devised among national, regional, State, and local television systems, involving close cooperation with neighboring states.

The State has made a limited but intense effort in the use of educational television. This effort has been fragmented and unable to realize its potential value. Coordination of efforts has been difficult to achieve. Although the State Board of Education established the Television Education Section within the State Department of Public Instruction, the office has functioned in a limited and, at times, auxiliary capacity. There has been little involvement of the industry itself in advisory roles.

The Recommendation

Television can be an important educational tool. Since a network for educational television will cover the State within a few years, long range planning for the use of educational television is needed.

69. The Commission recommends that the State Board of Education name a highly qualified committee to determine how North Carolina can best realize the full potential of educational television.

The committee should determine a comprehensive approach to the use of educational television suitable for North Carolina. The committee should describe programs, funds, facilities, and personnel necessary to implement programs of high

quality. Priorities for action should be identified. The roles of school administrative units in developing educational television programs should be considered.

The study should include a variety of uses of educational television and indicate ways to insure viewers programs of high quality. The uses include the following:

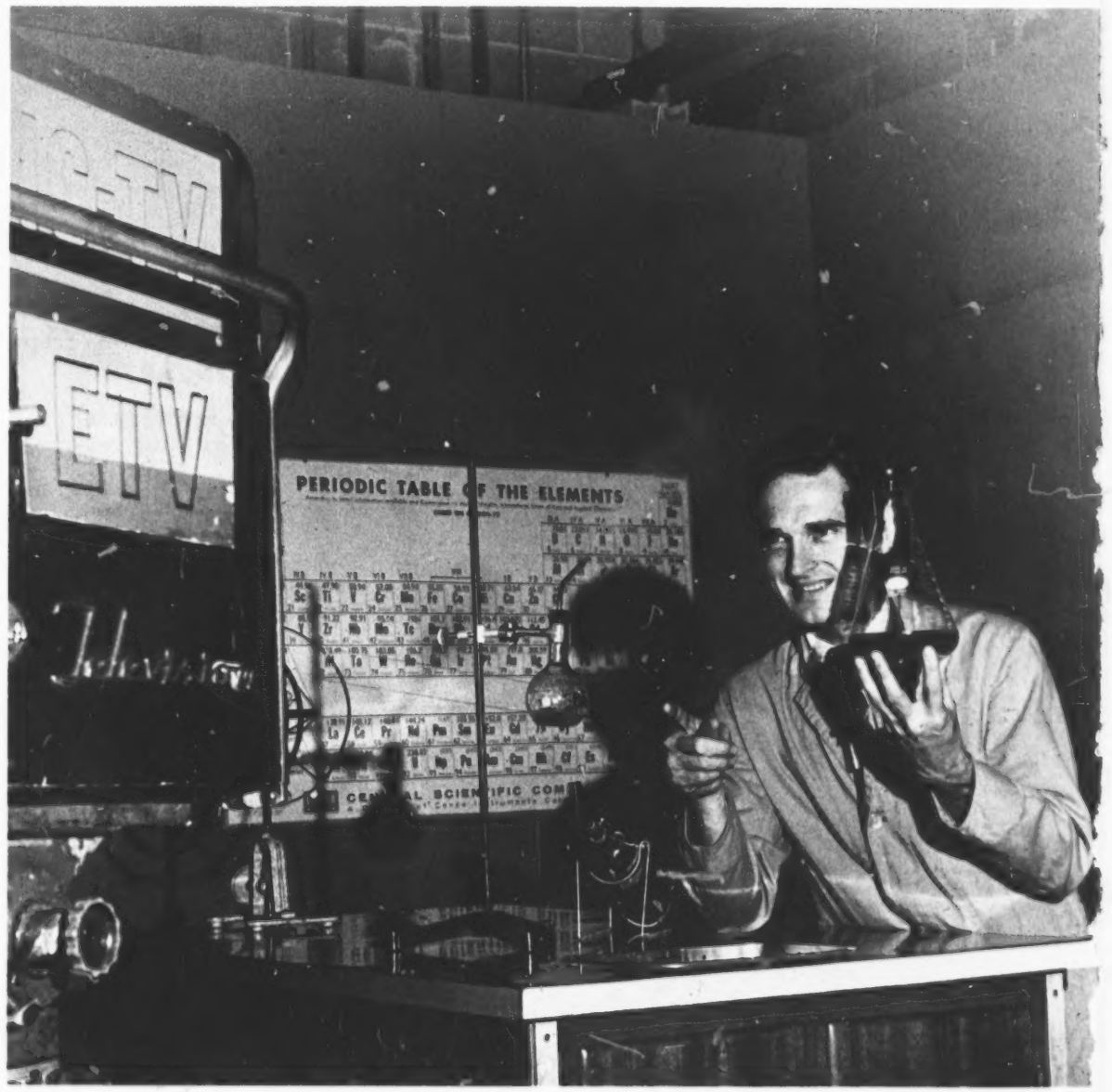
- In-school instruction
- Pre-service education and training
- In-service education
- Information programs relative to the public schools for the general public
- Information and service programs relative to the public schools for target audiences
- Adult education
- Public television (general education)
- Others identified by the study

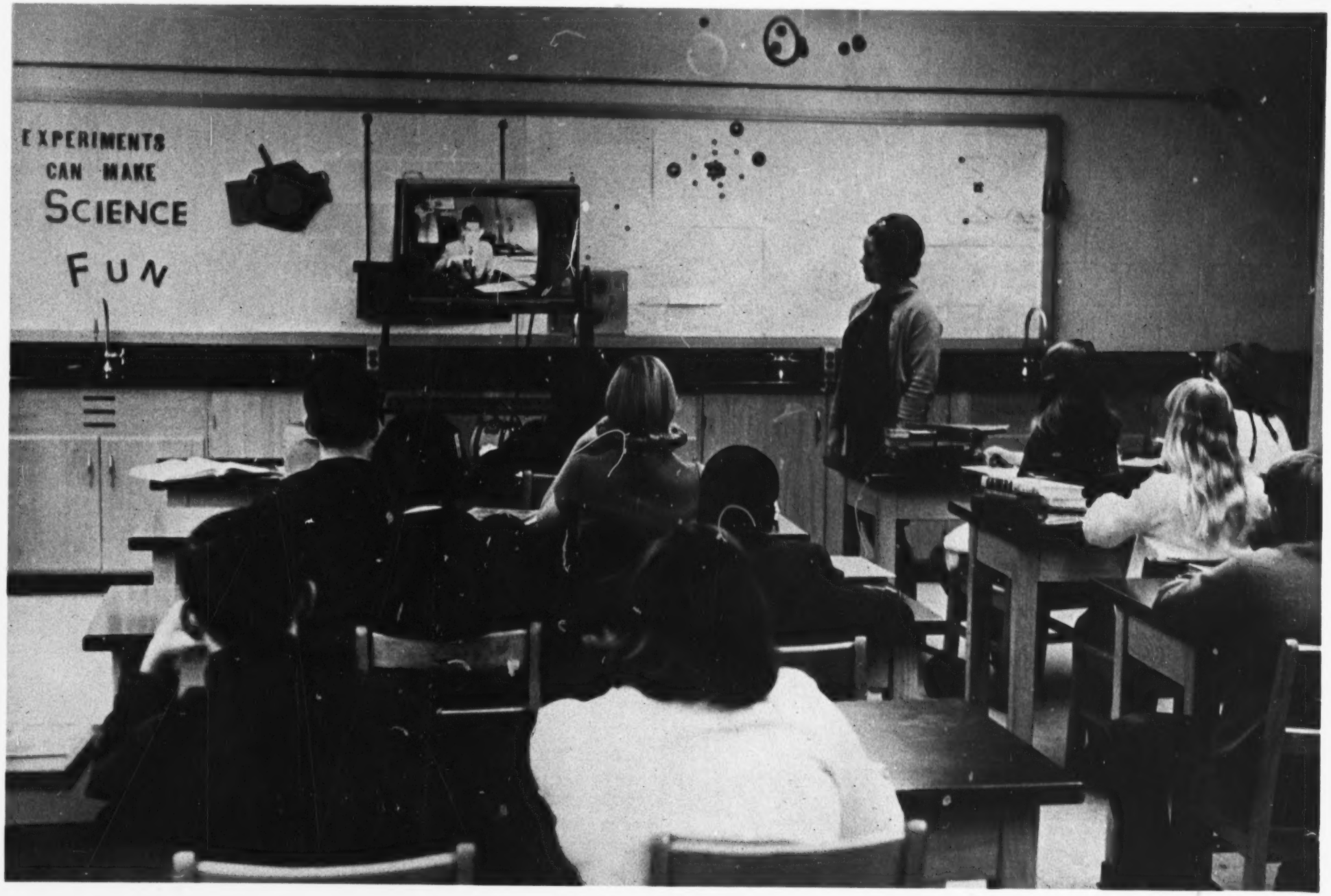
Summary

To realize the potential of the medium of television for various educational purposes in the State, the Commission recommends that the State Board of Education name a highly qualified committee to determine the approach suited to the future development of educational television in North Carolina.

References Cited in the Text

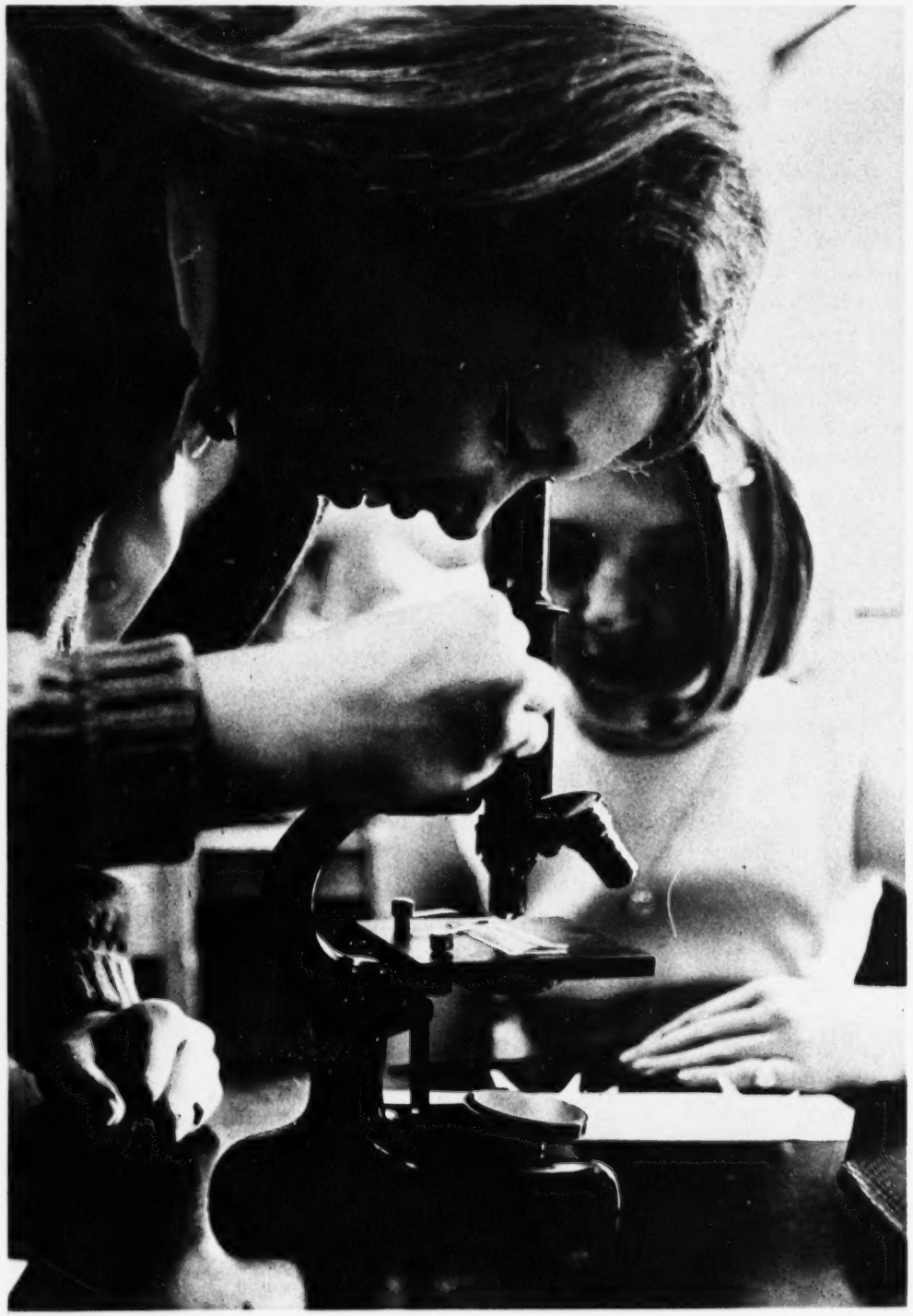
[1] John I. Goodlad, "The Future of Learning and Teaching," *AV Communication Review*, Volume 16, No. 1, Spring, 1968, 5.




EXPERIMENTS
CAN MAKE
SCIENCE
FUN

Chapter 11

Research and Development



At the Governor's Conference on Public School Education, Governor Moore made the following remarks about educational research.

> Throughout the nation there is a growing sensitivity to the need for educational research, experimentation, and innovation. This is a vital means of providing sound and necessary changes in our school system. North Carolina should continue and perhaps enlarge its comprehensive program in this area under the coordination of the State Department of Public Instruction. The work, if not actually done by Department personnel, perhaps should be done through contract either with private organizations or local school units.[1]

Basic research in education is the study of the circumstances, processes, and effects of human learning. It provides the data from which design for new programs must come. Such research is continuously conducted in universities and laboratories throughout the nation. Applied research in education is seen as the total process of innovative change which includes the following stages:

Inquiring into the needs of education
Deciding regarding priorities and resources
Designing and developing new programs or procedures
Evaluating these programs
Disseminating the results
Implementing those proven effective
Assuring quality control over the program and the process

During its study of research and development, the Commission sought to focus upon educational research as a continuing process resulting in positive change. Within this process certain steps or stages are defined and identified to provide a frame of reference for this chapter.

The process of educational research and development, in order to be of maximum benefit in schools, should be a flexible and cooperative effort on the part of many individuals in various agencies. North Carolina is confronted with the problem

of creating a structure for cooperative teamwork as well as maintaining the flexibility and freedom crucial to experimentation. North Carolina hopefully can attack the problem successfully.

Much has happened in innovation in North Carolina education over the past few years, but the total picture is one of fragmentation and isolated efforts rather than of a deliberate and coordinated process. While it is true that much benefit has been derived, far more value may have accrued had the efforts of all the educational agencies in the State been better coordinated and the results of innovation more thoroughly disseminated.

The Process of Educational Research

Within the frame of reference presented previously, certain agencies have primary responsibilities for specific steps in the process. The primary responsibility of an agency does not exclude it from other responsibilities in the research efforts of the State. But a clarification of primary responsibilities of agencies provides a central focus for the various research efforts in North Carolina. Through a view of the research and development process, each agency's contribution can be understood.

Identifying Needs. A perception that certain needs of children are not being met by schools may be followed by the generation of new ideas about how to meet them, or by the application of ideas which have proved useful in similar situations. Since such ideas may originate from many sources, the organization of the State's research and development efforts should provide channels for communicating ideas throughout the State structure. In addition, the organization of research and development efforts should provide the means for data collection (retrieval, surveys, etc.) which the innovator needs as a foundation upon which to develop his idea.

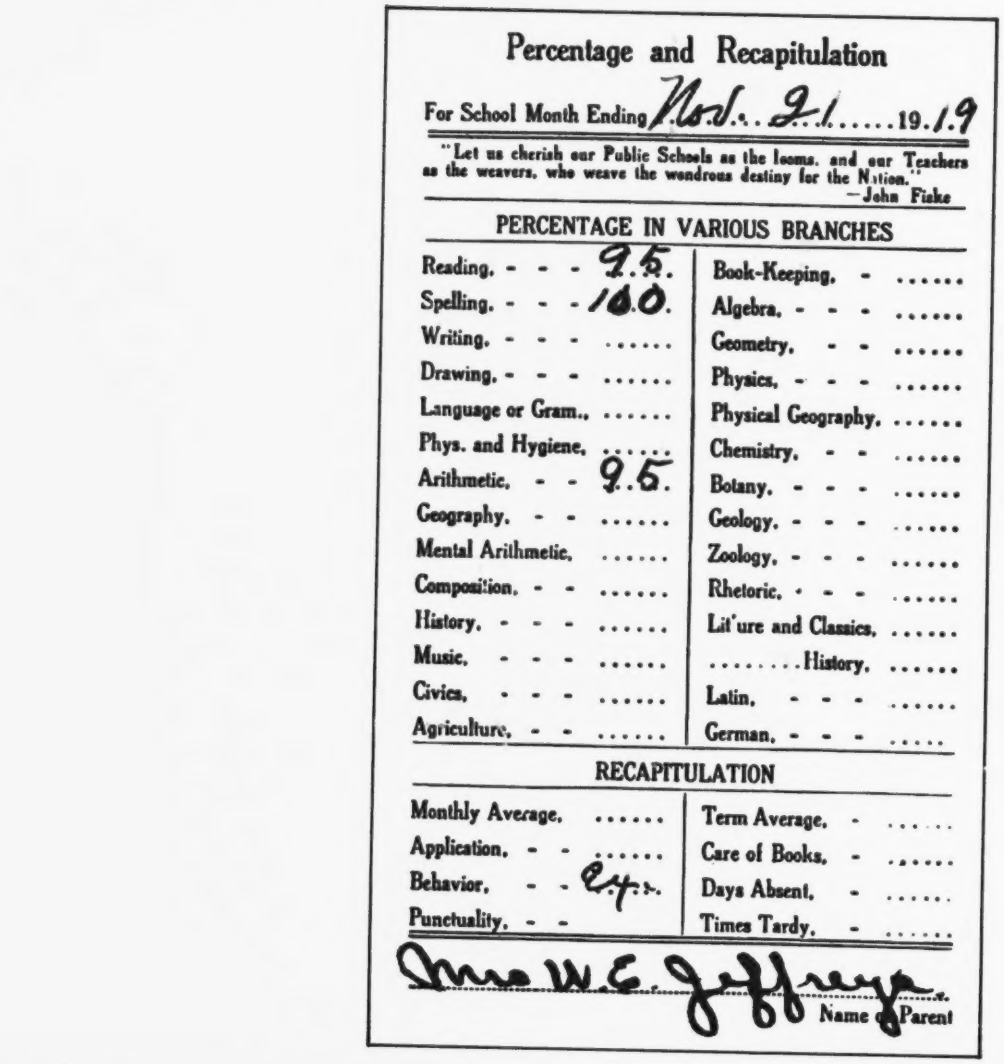
The State Department of Public Instruction is capable of providing the channels for communication and the statistical services for the educational establishment of North Carolina. Its research department could be strengthened to the point where any innovator, within the Department of Public Instruction, in the local schools, or in another agency, could obtain the information he needs within a reasonable time.

Deciding and Selecting. The next step would be to select, from among the ideas for solution to the problem, that one idea or combination of ideas that seems to hold the most promise. After idea selection, and depending upon its nature, several avenues would be available to the innovator. Many of these avenues might be explored by the State Department of Public Instruction. The exploration of others might be undertaken by a school administrative unit. If basic research should be undertaken, the colleges and universities of the State might provide expertise and settings for it.

Other avenues—those which lead to action experimentation quite different from the current instructional methods of the schools—should be explored with agencies which have the flexibility to create an experimental climate. Accompanying experimentation should be an impartial evaluation design which would include valid judgments regarding its effectiveness.

The risks involved in an experimental climate are often the issues on which research activities of educational institutions break down because successful experimentation should be conducted without bias or preconceptions. Yet, an agency with legal responsibility and daily supervision for thousands of children does not approach easily an experiment involving procedures which are contrary to custom. It appears that such agencies, on the State and the local levels, need access to an experimental arm to undertake experimentation.

Such an arm exists in the Learning Institute of North Carolina (LINC). Founded in 1964 precisely for this purpose, its Board of Directors has representation from all State educational agencies. As a private, non-profit corporation it provides the freedom and flexibility essential for experimentation. The 1965 General Assembly passed legislation which



Percentage and Recapitulation

For School Month Ending Nov. 21 19 19

"Let us cherish our Public Schools as the looms, and our Teachers as the weavers, who weave the wondrous destiny for the Nation."
—John Fiske

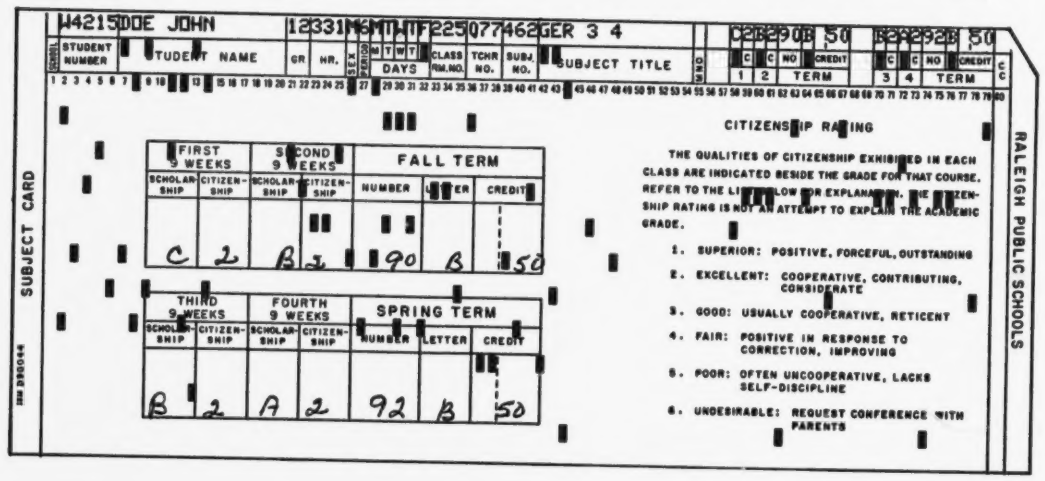
PERCENTAGE IN VARIOUS BRANCHES

Reading	95	Book-Keeping	
Spelling	100	Algebra	
Writing		Geometry	
Drawing		Physics	
Language or Gram.		Physical Geography	
Phys. and Hygiene		Chemistry	
Arithmetic	95	Botany	
Geography		Geology	
Mental Arithmetic		Zoology	
Composition		Rhetoric	
History		Lit'ure and Classics	
Music		History	
Civics		Latin	
Agriculture		German	

RECAPITULATION

Monthly Average		Term Average	
Application		Care of Books	
Behavior	Exc.	Days Absent	
Punctuality		Times Tardy	

Mrs W. E. Jeffreys
Name of Parent



recognized LINC as an important agency for educational research, and authorized the various agencies of the State to enter into contracts and agreements with LINC. Since that time, LINC has been involved in research and development activities in cooperation with school administrative units, universities (both public and private), community action programs, and special State-supported programs, such as the School of the Arts and the North Carolina Advancement School.

Disseminating Results. Many results of promising educational research are communicated no further than booklets filed on shelves. The effect of research on practice in the comparative fields of education and medicine is a telling one. According to professional judgment, it takes approximately two years for new research from major medical centers of the nation to reach the level of local hospitals. In education, the estimate is that it takes twenty years for important research findings to become practice in the majority of the nation's schools.

The reasons for this time lag are as obvious as they are varied. Education, as the custodian of the culture, is slow-moving and cautious. As constitutionally authorized bodies, school units are encumbered by laws, rules, and regulations which must be met. On the training level, schools of education in universities have not been accorded resources similar to those of the schools of medicine.

Every member of the educational research community has a responsibility for research dissemination. A key leadership role, however, should be centered in the State Department of Public Instruction. By effective efforts the gap can be bridged between what is known about education and what is done.

Since they train teachers and administrators, the schools of education in North Carolina's colleges and universities are in position to influence the areas of innovative research and the utilization of existing research.

Another resource which can contribute to meaningful research and development is the State's professional organizations. These associations are in an ideal position to create an awareness of and appreciation for educational research. Their members are the individuals who educate North Carolina's children.

The North Carolina Advancement School was founded by the Learning Institute of North Carolina to conduct research and experimentation into the causes of underachievement and remedies which might be utilized. In 1967 legislation was passed which made the Advancement School a continuing phase of the public school system of the State under the State Board of Education. The Board of Governors of the Advancement School is appointed by the State Board of Education.

The Governor's School of North Carolina was established as a summer residential school for talented and gifted high school youngsters. Its purposes have been to conduct experimentation in curricular design for gifted students and to provide enrichment experiences. The Governor's School is operated by a Board of Governors appointed by the State Board of Education.

Many school administrative units sponsor special projects that are varied in nature and are geographically scattered throughout the State. These projects provide a resource for other school units. In order that all pupils of the State may profit from these efforts, the State Department of Public Instruction should provide the leadership necessary to disseminate widely the results of special projects.

The most important factor in research and innovation activities is positive impact upon the quality of instruction. In the local school, new ideas are nurtured, proven, and adopted. This is where the action is. The observations and recommendations of this chapter support the significance of the basic educational unit.

In summary, North Carolina possesses the agency resources necessary to successfully maintain an educational research and development structure. With increased financial support, cooperative action among these agencies will develop a process which will result in positive change. These resources need to be brought into closer cooperation so that fuller utilization can be obtained.

General Recommendations

In another chapter a permanent program of citizen participation in public education is recommended through the establishment of Education Development Councils at the local, regional, and State levels.

70. The Commission recommends that an on-going Research and Development Committee be established as a part of the North Carolina Education Development Council; that this committee be composed of lay and professional people, including concerned citizens, representatives of the colleges and universities, and personnel from the State Department of Public Instruction, the local schools, the Learning Institute of North Carolina and other appropriate agencies.

LINC, as an experimental arm of the public school system of the State, could serve as the secretariat for this committee. It is suggested that the Executive Director of LINC be appointed to serve as chairman of the Research and Development Committee.

The Committee should facilitate the growth of the State's educational research and development structure and should help identify the most crucial problems. Also, the Committee should see that the educational needs of the State are surveyed.

Research, development, and innovation will not be highly successful unless the State Superintendent of Public Instruction and the superintendents of the local administrative units create a favorable climate of appreciation and encouragement. The State Superintendent should give leadership and encouragement in research and development to the State Department staff and local superintendents.

71. The Commission recommends that the Division of Research and Statistical Services be strengthened within the State Department of Public Instruction. This division should be a service agency and should provide leadership and encouragement in research and development.

The Commission suggests that the present Division of Research and Statistics within the State Department of Public Instruction be modified and strengthened in the activities of dissemination, data processing, evaluation, testing, and planning.

Dissemination. A clearing house for research and data information should be established in the Division of Research and Statistical Services. Such a department could collect, file, abstract, and retrieve reported educational research and could publish frequent summaries of information. If the results of educational innovation and research are to affect the public schools, information should be accompanied by encouragement and assistance. The Research Division could provide impetus and leadership in the effective dissemination of the best innovative ideas throughout the State.

Data and Statistical Processing. All departments within the Research Division and other divisions of the State Department of Public Instruction depend upon data processing and statistical analysis as important tools for complete planning and research. These services should be provided both in Raleigh and in the Regional Education Service Centers (described in another chapter of this report).

Evaluation. All programs and projects throughout the State require evaluation, and the Research Division could take a leadership role in the evaluation process. This means not only the analysis of hard data collected by the project, but also the more difficult task of building sound research designs into experimental projects and assisting the experimenters and innovators to carry out these designs. It is recommended that the evaluation department of the Research Division work closely with LINC, colleges and universities, and other available resources to provide this assistance.

Testing. Tests and measurement instruments of various kinds are major tools of research and evaluation. Data processing is necessary to assimilate test data efficiently into meaningful information. This department should provide test consultation, help, and services to local school administrative units in order to assist with the application of results.

Planning. Systematic planning has become a vital part of total State development. An educational planning unit within the Research Division could work closely with State planning

activities, including the Education Development Councils at all levels.

An independent research and development agency is needed to give leadership to educational research in North Carolina. Such an agency must maintain close cooperation and liaison with the Department of Public Instruction and with colleges, universities, the Regional Education Laboratory, local school units, and other agencies concerned with public education.

72. The Commission recommends that the Learning Institute of North Carolina be continued and strengthened in the future; and that the relationship between LINC and the State Department of Public Instruction be strengthened both in terms of subcontracting appropriate projects to LINC and in terms of disseminating the resulting information to the public schools of the State.

Another section of this report calls for the development of Regional Education Service Centers as arms of the State Department of Public Instruction. Within each of these centers a department of research and development could be established. These centers could demonstrate and evaluate educational innovations that appear relevant for the advancement in that region of the State. These centers should include demonstration programs and should focus on putting promising ideas into practice.

State funding of data processing centers could be made available in the eight educational districts of the State. Such equipment is invaluable in facilitating speed and accuracy in research evaluations. This equipment could serve useful purposes in many other areas of educational activity. To strengthen the efforts of local school administrative units, the State could provide local units with personnel and funds for conducting research.

The State Board of Higher Education and the Regional Education Laboratory for the Carolinas and Virginia (RELCV) could be called upon to assist the State's colleges and universities to carry out the recommendations listed below. The State Board of Higher Education would take a leadership role in coordinating these efforts, and the RELCV could provide expertise to assist the State's institutions of higher education.

73. The Commission recommends that the General Assembly of North Carolina be asked to provide funds that are specifically designated for members of the education faculties of the State-supported colleges to engage in research projects oriented toward public education.

In order to make available trained personnel in educational research, more fellowships could be established for the training of educational researchers. Such fellowships should be for training programs leading to the doctoral degree.

Departments (or schools) of education should be encouraged to designate a faculty member as a coordinator of educational research. Such a person could coordinate the research activities of his department as they pertain to the public schools. He would act as liaison with the State Department of Public Instruction, Education Development Councils, and other research agencies.

Faculty members of the various departments of education in colleges should be encouraged to improve their competencies in educational research. This can be facilitated through seminars and participation in research projects. Departments (or schools) of education should cooperate with regional education laboratories established by Title IV of the Elementary Secondary Education Act in providing information and training to school personnel regarding the effectiveness of equipment and materials.

Programs for the preparation of teachers and administrators should include practical training in the use and interpretation of educational research. It is suggested that a course in research be required of all master's degree graduates. Colleges

and universities should cooperate with public schools in expanding their programs of in-service training of personnel. These institutions should expand their efforts in developing instruments for evaluation which will improve the interpretations of experimental programs.

The Advancement School and the Governor's School have helped to meet the educational needs of the groups of students they serve. In that sense, they are no longer experimental schools. They should continue as long as they perform a meaningful role in providing for the educational needs of the young people of North Carolina.

Some reassessment of the functions of the Advancement School and the Governor's School may be in order. Should the institutions be oriented toward research, in the definition given in this chapter (experimentation, model design, evaluation, and dissemination)? Can they be justified by their function of providing programs for specific groups of students with specific needs? Can they demonstrate programs useful to all schools in the State?

Positive efforts should be made to see that the research of these two schools is closely coordinated with the roles of the State Department of Public Instruction and LINC. All educational research activities that are supported by State funds need to be related to the attainment of major goals for the State. Pupils and teachers in classrooms should be the benefactors of educational research and development.

74. The Commission recommends that the State Superintendent of Public Instruction or his representative be made a member of the Board of Governors of the Advancement School and of the Governor's School.

Professional organizations provide opportunities for educational personnel involved in innovation to share ideas. Professional organizations could be asked to expand their contacts with the educational agencies of the State.

75. The Commission recommends that each professional educational organization in the State appoint a research and development committee responsible to keep its members abreast of research developments.

Summary

The recommendations listed in this chapter were designed to provide a coordinated framework for a continuing process of positive change in the public schools of North Carolina. A framework for research and development has been suggested which could result in providing the State Board of Education with information upon which to make research decisions.

To establish and maintain a coordinated effort in educational research development in North Carolina, the Commission made the following recommendations:

That a Research and Development Committee be established as a part of the North Carolina Education Development Council.

That the function of the Division of Research and Statistical Services, State Department of Public Instruction, be strengthened and expanded.

That the purpose of the Learning Institute of North Carolina in educational research be realized more fully.

That the resources of the institutions of higher learning and the professional organizations be utilized in the process of educational research and development.

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Chapter 12

The Extended School Year

The resolution establishing this Commission called for a study of the length of the school term and specifically directed attention to the utilization of personnel and facilities during the summer months.[1] At the Governor's Conference on Public Education, the Governor made the following reference to this point:

> At this time, North Carolina, like most other states, has a nine-month term. Summer sessions are a matter of local choice. This summer all but eight of our school units offered a variety of instructional programs. Nearly 109,000 pupils attended, generally paying their own tuition or using Federal resources. In addition, thousands of our students were enrolled in driver training programs supported with state funds.[2]

Current Status

Since 1943 the North Carolina Public School system by law has been operated for nine months of the year. The 180-day school term has not changed substantially since that date. Ten years prior to 1943, an eight-month term requirement had been added to the 1918 State Constitutional requirement of six months.[3]

In December, 1960, a North Carolina State Commission reported a *Study of a Twelve Months' Use of Public School Buildings and Facilities for Public School Purposes.* It concluded that it was imperative that school plants be utilized in the future for an extended period of instruction beyond the traditional nine-months term. The 1960 Commission saw several benefits accruing from this recommendation. Lengthening of the school term could be a means to further reduction of pupil failures. Use of school buildings during the summer would make it possible for courses for adults to be continued more readily. Any formal extension of the traditional school term would mean that summer school programs should be available to all children regardless of their financial status. Utilization of school plants beyond the nine-months term should make it possible for pilot studies to determine the

benefit accruing from various extended term plans.[4]

The General Assembly authorized the use of local tax funds for summer school purposes in 1961. As of 1968, no State funds are appropriated for an organized extended school program. However, funds for driver education may be utilized in the summer. No routine accounting is available from the State educational agency as to the operation of extended school year programs, summer schools, or local budget allotments for such programs.[5]

The Commission's Advisory Committee which investigated the status of this problem in North Carolina organized its findings around four central concerns. They were the quarter system, the extended summer session system, the present nine-month school term, and the comprehensive summer program including vocational education. The Advisory Committee made three recommendations. It proposed the following:

> The continuation of the nine-month school term with extended employment of teachers.
>
> The establishment of experimental twelve-month school plans.
>
> An expanded summer program for all children and youth of school age.

Specifically, the Committee called for expanded vocational programs throughout the year for youth and adults, and more extensive use of school facilities (play grounds, gymnasium, libraries, shops and workrooms, auditoriums) equipped for year round weather control. It requested a dual transportation arrangement in order to provide longer school days for high school students. Better coordination of community agencies and services would be needed to insure school space utilization most effectively. It also recommended that these programs be provided from public funds and without financial obligation to the individual pupil.[6] In summary, the Committee subscribed to the recommendations of the 1960 State Commission Report and extended them more specifically to several age groups and to several program areas.

The Issues

The problem of the extended school year presents several facets worth exploring in depth in order to determine the important goals of such a program. Better utilization of space, extended educational opportunity, and better use of staff are three compelling forces for change. However, there are strong forces resisting change.

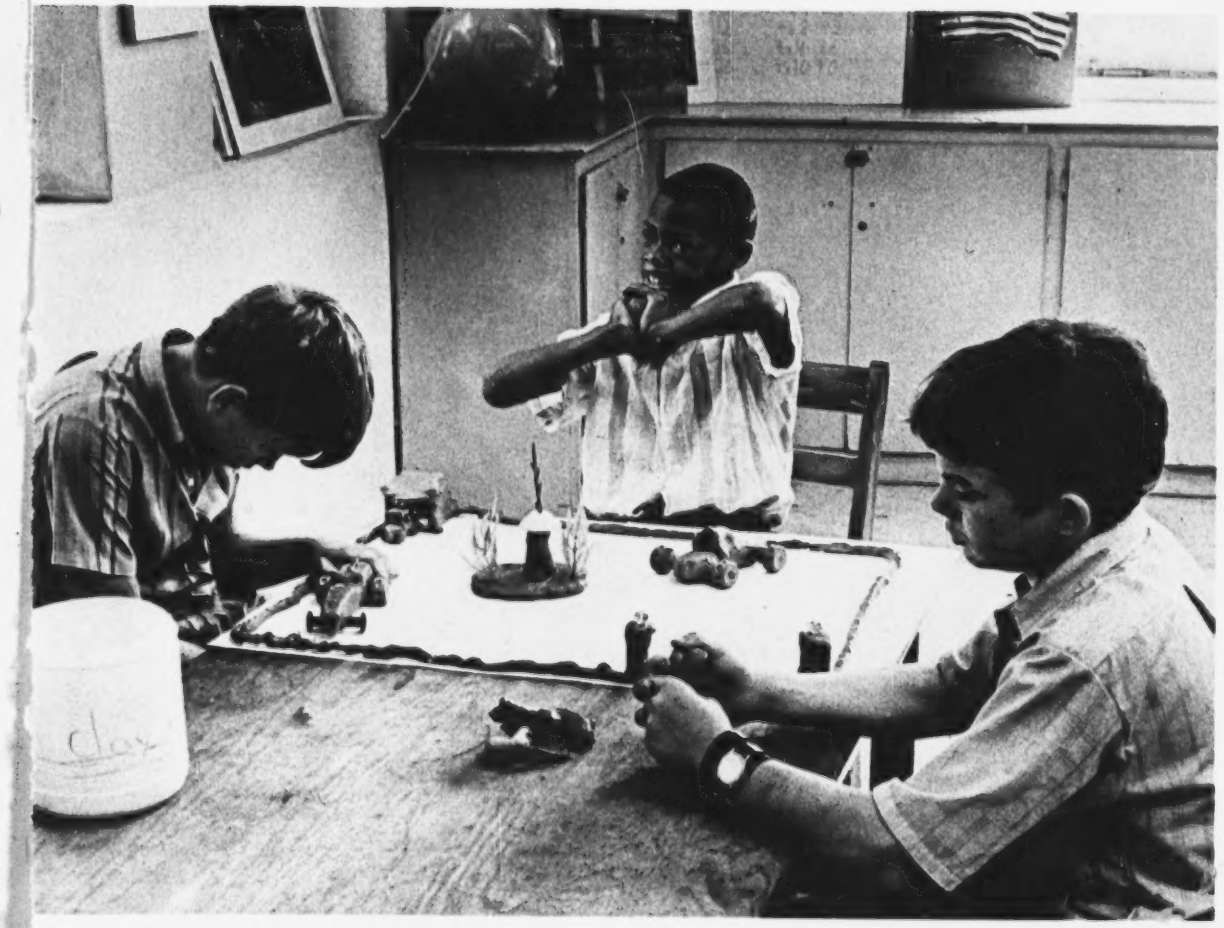
The Utilization of Space. As one interested North Carolina citizen has calculated, "Simple mathematics will show we are utilizing our school plants five days less than a half-year. I cannot visualize any business or profession that can exist financially for a very long time with such limited use of its plants and equipment." [7] The former U. S. Secretary of Health, Education and Welfare, John Gardner, claims, "Most school and college buildings stand unused after 4:00 P. M. every weekday, all day Saturday, and throughout the summer. Anything that can be done . . . through better utilization of present buildings will be money saved." [8] One of Gardner's predecessors, Arthur S. Fleming, agrees, "Our schools should be open all year." [9] The chairman of the National School Calendar Study Committee, George M. Jensen, (a former President of the Minneapolis School Board, Minnesota) states, "The present school calendar of instruction is as obsolete as the ox cart, is scandalously wasteful of our material and human resources and should be abandoned because it no longer serves its original or any other really useful purpose." [10] A major recommendation of the Research and Policy Committee of the Committee for Economic Development proposes that school districts see what benefits could result if the use of school facilities is extended to include periods during which they are now unused.[11]

Extended Educational Opportunity. An extended school year program "offers something of value to every school system," claims a recent New York State Department Research publication.[12] In effect, the school system does not merely adopt a new and longer school calendar. "The important thing will

be what pupils and teachers do with time. This will be reflected in curriculum changes which should be followed by teacher and pupil adjustment as they work within the boundaries of new educational time lines." [13]

Specifically, several extended school year plans make the following provisions:

> The saving of one chronological year of schooling.
>
> The equivalent of two extra years of instruction while completing 13 years in 12 lengthened school years.
>
> More schooling for the potential dropout before he leaves school.
>
> A major upgrading of current curriculum organization and a modification of teaching practices.
>
> Increased individualized education with more variety of choice.
>
> Extra instructional time to meet individual needs (slow learners, special interests, etc.).



Broader Use of Professionally Trained Teachers and Staff. By extending the school year program, talented professionals may be teaching youth and adults, day or night, summer, winter, spring, or fall. Philadelphia School Superintendent Mark Shedd has stated schools should "dramatize the fact that the schools are the community and the community, the schools." [14] With flexible scheduling there may be much less distinction between a class and work experience, a high school class and adult education class, an English class and individual work in the library. In responding to the changes and modifications of new programs, the professional will have more in common with all who study, practice, supervise, or teach his discipline than the present false dichotomy between teaching and doing suggests.

The Forces Against Change. Present practices in the United States demonstrate that there are powerful forces against changing the *status quo* of the normal school term. George Thomas points out, "National experience indicates that the school year is increasing at the rate of one day every year. Thus the extended school year plan proposes to make a gain of a quarter of a century a year." [15] He continues, "Such a gain demands the efficient use of every hour; an annual change of one day is more likely to lead to merely taking more time to do the same thing." [16]

Chiefly, objections to extending the school year have centered around the following questions:

> The question of family vacations (a Ford Foundation Study found that the early year round experiments returned to nine-month systems chiefly because of public vacation pressure).[17]
>
> The problem of summer school for teachers' professional advancement (actually, only 10 to 15 per cent of teachers use the summer for study).[18]

The problem of summer camp and the camper; summer jobs for adolescents.

The problem of the maintenance and repair of facilities.

George Jensen reports that:

> Cherished attitudes change slowly but they do change. A dozen years ago an opinion survey among a large segment of U. S. school administrators showed less than 10 per cent in favor of some kind of year round schooling. A few years later the percentage liking the idea had doubled—to 20 per cent. In 1965, a third survey showed fully one-third in favor of a year round school calendar.[19]

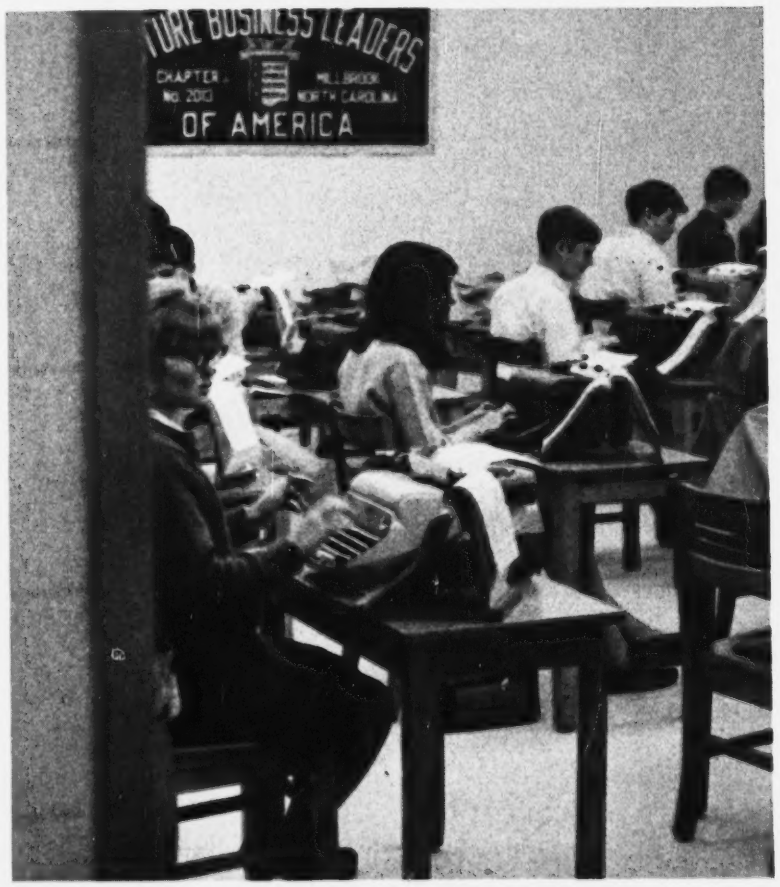
Added to these concerns are two factors which have implications for the entire community. First, there would be the financial expenditure for such a program with the catch-up time for decreased costs and full utilization. Second, an adjustment of the entire curriculum would be required as to the reorganization of what schools teach and the rate of progress of children through the school program.[20]

An example of North Carolina opinion may be illustrated by the Greensboro Public School opinion survey conducted in the spring of 1968. Of over 5,000 persons responding to the question ". . . would you favor an extension of the school year?", 70 per cent said "no." Eighty-nine per cent of the high school seniors said "no," as did 72 per cent of the parents. Fifty-four per cent of the professional staff would like to teach a lengthened school year, preferably ten months. Eighty-eight per cent of the parents and 77 per cent of the students were interested in taking advantage of tuition free summer remediation programs and considerable interest was shown in enrichment programs.[21]

Extended use of school buildings can be viewed as an economical move in terms of utilizing space since schools would be used constantly, but additional funds would be required to operate schools for the additional days or months. Any extension of the school term in North Carolina should be decided in view of what such a change would mean in terms of educational opportunity for the pupils. The trend in public education in the United States has been toward pupils entering school earlier and staying longer. Any extension of the school term is likely to increase instructional experiences rather than to save a chronological year of schooling. The practice of extending the term a day at the time and the increasing scope of tuition summer sessions should give way to carefully planned additional schooling available to all children. Yet the elements of public habit and attitude indicate that present practice is an easier path to follow than the development of a new plan.

Trends Regarding the School Year

The Acceptance of Summer School Programs for All Children. In the early 1960's, most major national professional



organizations and many large city systems reported summer school programs as an acceptable provision for elementary and secondary students. For examples of such reports, the reader is referred to *Extending the School Year, The All-Year School,* and *Summertime School Programs in Urban School Districts.* These reports show the following movement in concepts and practices.[22]

Movement from	Movement toward
"make-up," recreational, remedial courses for pupils	multi-purpose offerings such as enrichment, improvement, instructional tours, etc. for pupils
opportunity for 9-10 months of school for pupils	opportunity for 11-12 months of learning experiences for pupils
9 months of employment for teachers	11 months of teaching and in-service work for teachers
"spotty" development of programs across the U. S.	enrichment opportunities for pupils in all states
secondary level programs only	kindergarten through grade 12 offerings
academic subjects limited to "3 R's"	academic subjects such as "3 R's" *plus* creative writing, languages, science, art, dramatics, social studies, typing, etc.
grade level grouping	flexible grouping according to interests, abilities and ages
classes limited to classrooms	offerings for specialized needs using communities as laboratories
instruction limited to a classroom teacher	instruction provided through many resources (community leaders, audiovisual devices, field trips, etc.)

Renewed Interest in Extended School Year Designs. A number of school systems have demonstrated that extended school programs offer improved environments and expanded educational opportunities. In Newark, New Jersey, the city's all year schools graduated 22 per cent more students than their nine-month counterparts. Rochester, Minnesota, schools claim that extensive summer sessions give year round employment to teachers, thereby attracting more competent teachers to their classrooms. In Flint, Michigan, more children and adults use school buildings after hours than during regular school hours. Eight school systems of metropolitan Atlanta are beginning a full-year plan in order to serve the students more effectively and to provide a more vital program.[23] In Nashville, Tennessee, a study of the extended school year showed that children who participated in the longer school term were healthier than those who did not participate in a summer program.

A number of programs which extend the use of school facilities have been described by R. N. Finchum as providing a perspective on extended programs utilized by school systems in the United States.[24] Some of the distinctive aspects of the programs offered by the individual school systems are summarized as follows:

> Evening and night classes for high school students and adults, school libraries open at night, community study centers open in certain areas of the city, and summer programs offered without requiring tuition.
>
> Year round vocational programs and joint school and park recreational programs.
>
> Summer courses for all pupils, grades 1 through 12; recreational activities for all pupils in the summer; and a good neighbor policy in regard to use of facilities.
>
> In addition to its regular program, high school courses before and after regular school hours, night classes for youth, summer pre-school and recreational programs, and summer workshops for the teaching staff in curriculum development.

The common element in all of these programs was the emphasis on providing educational experiences for pupils throughout the year. However, the summer use of school buildings was related to enrichment or special interest and recreational programs more than simply an extension of the regular school term. Nearly all programs used school buildings longer than usual each day and provided courses for adults. Apparently the emphasis was on offering educational experiences to children and adults of the community rather than utilization of facilities.

The Impact of Federal Programs. In North Carolina during the past two years, it was estimated that approximately 7,000 kindergarten youngsters attended year round programs made possible by funds from Elementary Secondary Education Act, Title I. Twenty-four county or city school administrative units participated in this program. Over $1,600,000 was utilized to provide these programs, some of these funds provided from local sources by five units.[25]

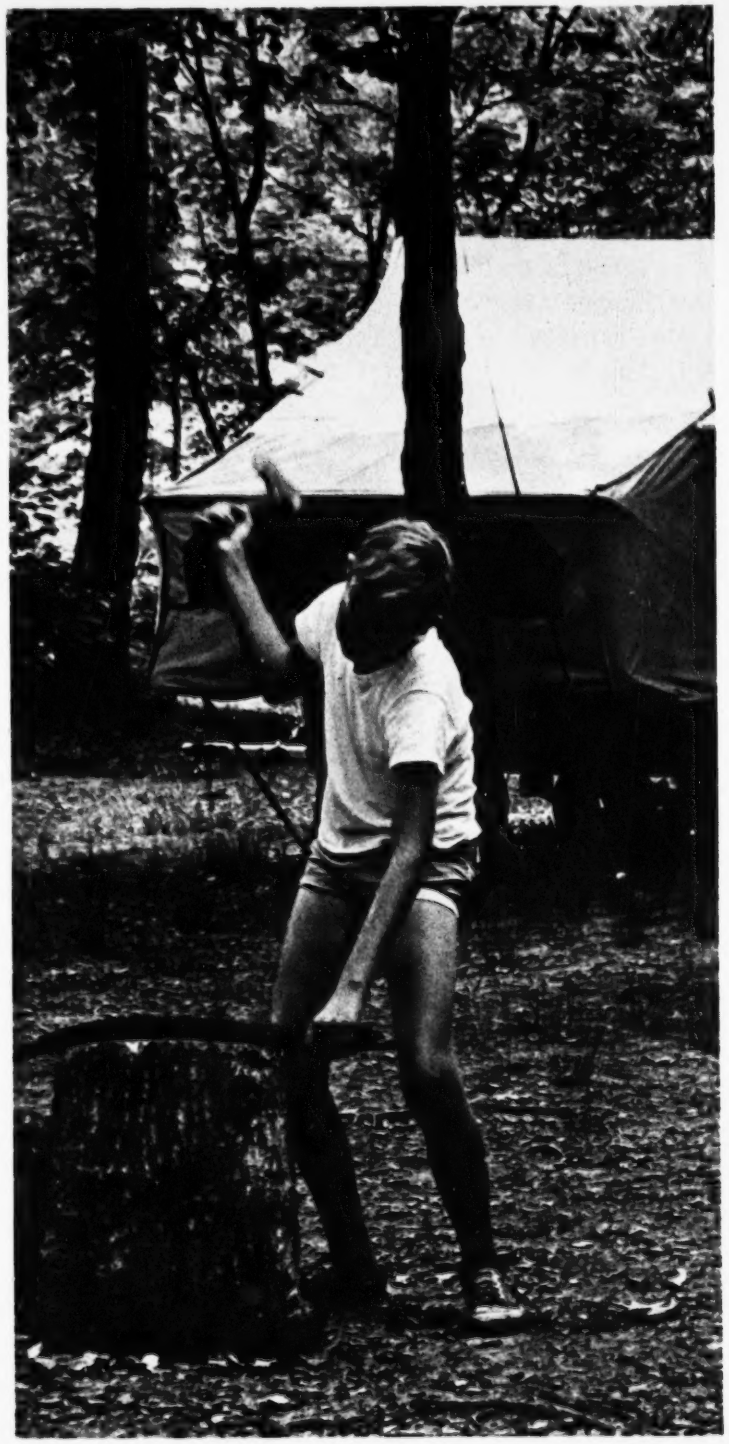
Other federal programs provide for extended educational programs such as vocational education, teacher training, specific subject matter institutes for teachers, courses and workshops in media approaches to instruction.

Developing a Concept of the Extended School Year

The Advisory Committee of the Commission studying this topic described in its report three principal patterns of extending the school year. Each pattern has variations and adaptions as indicated below. The interested reader is referred to *Extended School Year Designs,* a Research Division Report of the New York State Department of Education. This research report describes in detail six plans to be considered by the school systems of New York State, emphasizing the quality of education and the financial economics provided.

The Quarter System. Perhaps the purest type of all-year school is the quarter system. As its name implies, it breaks the calendar into four equal increments. Under the staggered quarter, students are divided into four groups, each group attending school three periods with one group absent on vacation each quarter. Teachers have the option of employment for either three or all four quarters; and, to an extent, can retain their annual three months leave if they wish.

Exponents of this system estimate that such a pattern would achieve a 33 per cent economy in school housing. Three-fourths as many teachers would be needed as under the nine-months school year system. Also there is claimed a corresponding decrease in the number of textbooks required, and for the student an alleviation of crowded



conditions. However, these statements are not necessarily true. Many factors enter the picture—size of school, preparation of teachers, special service personnel, etc. Where the staggered quarter has been tried, a 25 per cent decrease in cost has not been documented.

Some of the problems involved in using the staggered quarter are the arbitrary actions on the part of school authorities in assigning vacation periods. The complications of traditional community life, the adjustments necessary in recreation and other summer programs, and a reorientation of family patterns are b[illegible] a few of the problems that would have to be faced.

The consecutive quarter plan embracing a full forty-eight weeks school year, with no involuntary division of students into groups, is another type of quarter system. This program has all the students in continuous attendance the year round with one month of summer allowed as vacation.

The fourth quarter can be offered on a voluntary basis with students and teachers strongly encouraged to participate. The advantages of this program, economically, are said to compare with those claimed for the staggered quarter. School facilities are used continuously, teachers are utilized on the twelve-months basis, and the demands of increasing enrollments are met without increase in building investment. The most noted examples of the consecutive quarter plan were in Newark, New Jersey, and Nashville, Tennessee. The Newark program was quoted as eminently successful by the Superintendent, but was abandoned at the onset of the Depression as a way of reducing school costs. Nashville found its summer quarter enrollment fluctuating around 50 per cent.

Extended Summer Session System. The summer program, like the four quarter system, places the school on a year round basis of operation. Its main objective, however, is not the reduction of cost. On the contrary, in each instance it calls for an increased outlay of funds. Teachers may be continued on a conventional nine-months contract and paid extra to teach such courses as enrollments justify. Under a modified pattern, all teachers are on a twelve-month contract, designed to improve the quality in the professional standing of the teachers.

The advantages of extended summer programs seem clear. The environment of the teacher is enhanced and a consequent rise in his standards and his performance should follow. Under both plans the student's participation, as well as the teacher's, is determined by his needs and choice. The added costs, of course, are concrete.

Extended Semester System. Another type of all-year school pattern is a 210-day school year. It extends the conventional school year to about the middle of July. Teachers are employed on a 12 months basis. This pattern can be organized to include a split shift. Pupils are in school four hours a day for 11 months of the year. Under this

proposal, teachers work eight hours a day for 11 months. The day is evenly divided between teaching, administration, and professional improvement. There are, of course, two shifts of pupils, each having its own group of teachers.

The Recommendations

An extended school year, in any organized sense, represents an innovation with far-reaching implications into the lives of students, parents, and the total community. As Thomas has stated, such a program would require that teachers, pupils, and parents work within the boundaries of new educational time lines. This innovation, the modification of present programs, and the creation of new programs to meet new needs was called for in President Dwight Eisenhower's *Goals for All Americans* at least a decade ago.

In light of the implications of the research and practices reported at this time, the Commission makes the following recommendations.

76. The Commission recommends that the State Board of Education conduct a study in depth concerning the usefulness of the concept of the extended school year for the North Carolina School System, giving particular attention to the interpretation of its findings to educators of the State and to all leaders of communities so that the concept may be broadly understood and interpreted.

77. The Commission recommends that such a study describe in detail alternate plans for programs, indicating the benefits and limitations of each so that local communities could understand how such plans might be useful to meet their needs.

Until such time as the above action is taken, the Commission commends the utilization of schools for various summer programs, after-school programs, and other offerings which extend educational opportunities to the children, youth, and adults of the State.

Summary

Important changes, evident in the North Carolina School System, include a new concept of the use of both the pupil's and the teacher's time. Teachers are working together in teams so that decision making about teaching involves several levels of skills. The graded structure is giving way to an organizational pattern which frees children to experience programs of continuous learning. Better utilization of school facilities can bring a new dimension to public education in North Carolina if educational planning involves both educators and citizens in communities where the pupils are taught. A successful extension of any school program requires widespread understanding and support. Such support is especially required relevant to change in the traditional summer vacations.

The maximum benefit resulting from increased use of school facilities cannot be realized until the public becomes aware of the potential for both improved and expanded educational programs and greater return on financial investments. Further use of schools will increase cost, but will provide other kinds of returns on investments. It is important for North Carolinians to understand the wide scope of the various trends regarding changes in the school year. The concept of an extended school year can be developed and implemented when the people are ready for it in North Carolina.

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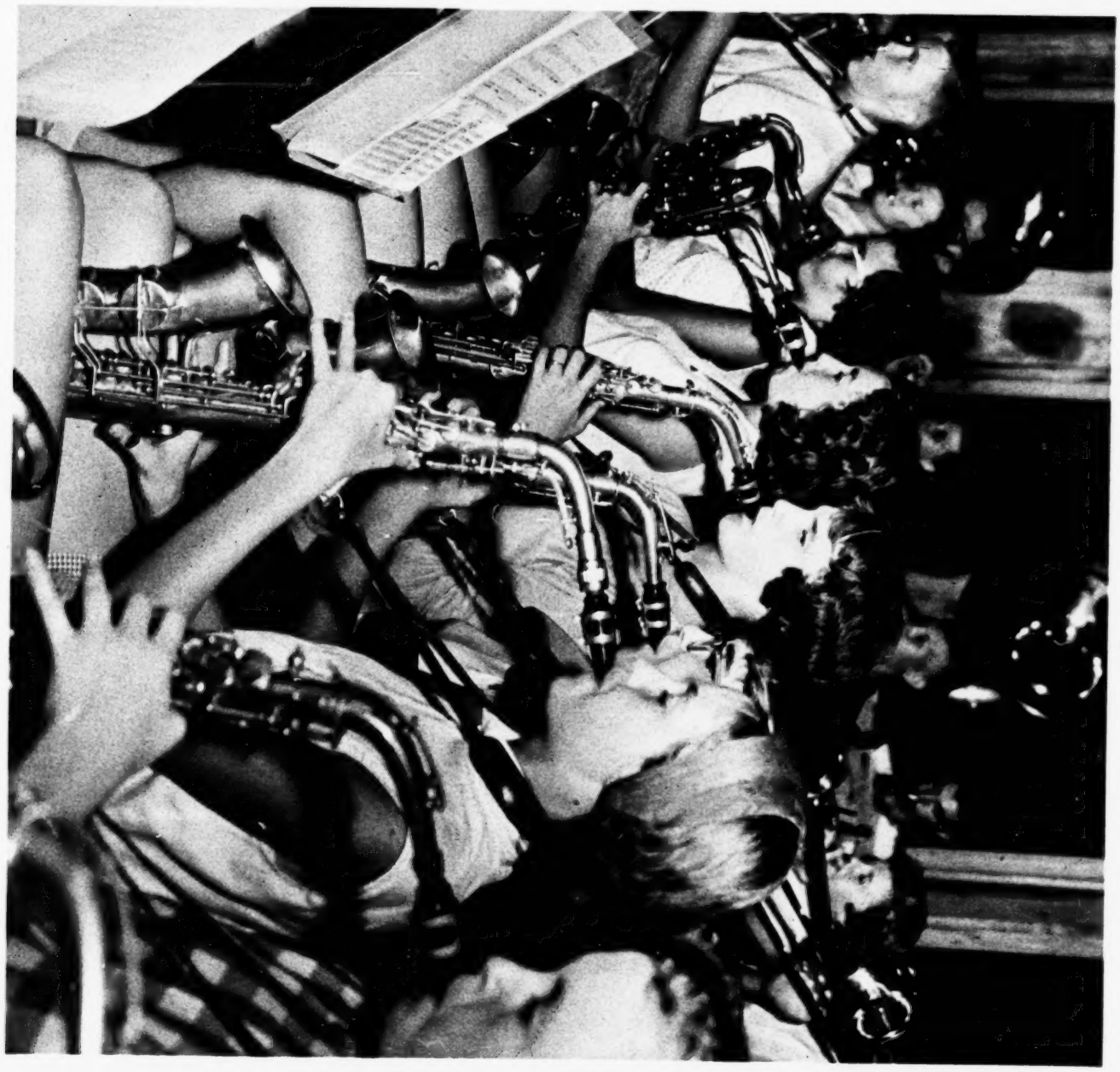

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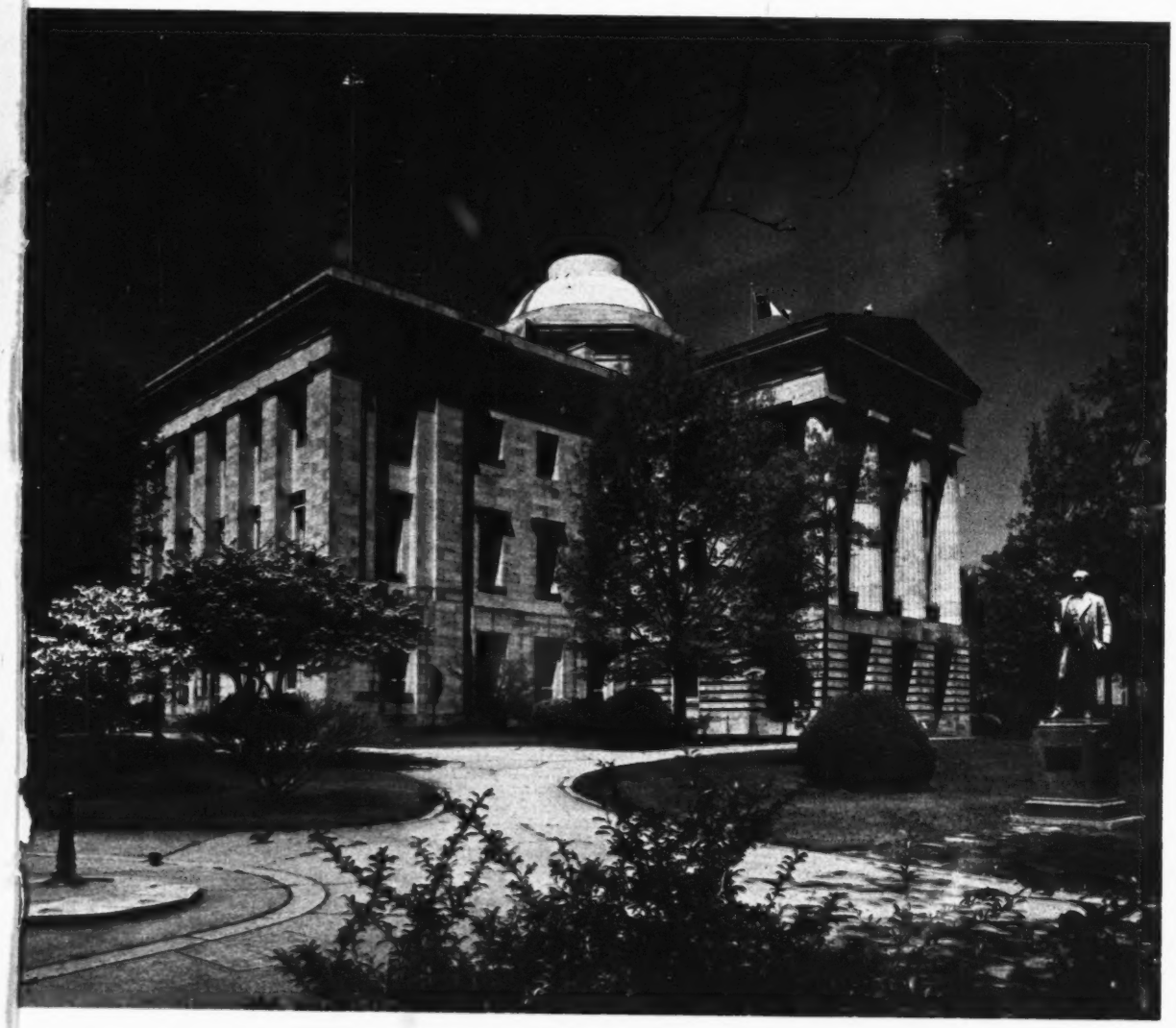
Part 3

Organization for Public Education

Chapter 13

Organizing North Carolina's Schools



The organizational structure of public education must create a setting in which the human and material resources involved in bringing education to the people can be used most effectively to provide a quality educational program. The key to a successful school program rests with the experiences and development of individual students and the creativity of teachers. However, public education functions through the appropriate organization and administration of the schools' resources. Just as learning and teaching have become more sophisticated and will continue to undergo changes, so must new and more efficient means be found of organizing available resources.

Most of the current patterns of educational organization and administrative structure in North Carolina were developed for circumstances geared to implement a much less complex school program. Current organizational patterns have served North Carolina in the past and have provided valuable information for further planning. The State now faces the task of utilizing current information and practices as a base for building a program for the future. It is toward this goal that the report of the Commission concerning organization of the public schools is directed.

A view of societal and economic changes in North Carolina has been described elsewhere in this report. Those who study and seek to implement the Commission recommendations on school organization are asked to consider the validity of the recommendations in light of the following projected conditions.

Advancing technology, accompanied by the demand for highly skilled workers and capable theorists, will excite efforts to extend the public educational programs downward and upward, broaden school curricular offerings, and strengthen significantly those aspects of the present school program that continue to be important. Increasing demand will be placed on governmental bodies in North Carolina to fund and establish educational programs for early childhood education. Senior high schools, technical institutes, and community colleges will be expected to prepare workers

whose skills compare with those trained in other states. Students attending technical institutes, community colleges, and universities will be more nearly ready to work at a post-high school level. A better job of teaching basic communicative and mathematical skills and understanding of social relationships will be accomplished at all educational levels.

The schools will be staffed by larger numbers of professionals and aides who possess specialized skills, who are better prepared, and who are more capable of assuming enlarged responsibilities. The organizational structure of the schools will encourage, develop, and accommodate changes in the nature of personnel in the schools. Regulatory control on the part of State educational agencies and officials will be shifted to increased emphasis on leadership and guidance. Responsible groups at the local levels will execute increased responsibility for making important decisions.

The State cannot afford to support pockets of educational ineffectiveness. The results of a poor educational program, as evidenced in high dropout rates, and other factors, affect conditions throughout the State. It will be less expensive for the State to provide programs which help its citizens develop social and economic competence than it will be to support increasing numbers of uneducated, dependent people.

The concept of equal and uniform schools, when interpreted to mean equal distribution of money and services to all local school administrative units, will become a defunct principle. The State will need to provide more funds, people, services, and—most importantly—more leadership to areas of the State that are now educationally deprived. The ability of localities to help share the cost of education varies, as does the interest in education. Efforts will be taken to improve the quality and to lessen the differences in educational opportunity for the child growing up in the poorest community as compared with the child growing up in the wealthiest.

In summary, the Commission has analyzed the organizational structure of public education in terms of economic and social considerations that are rapidly changing, educational programs which are as yet incompletely developed, and modified functions of the people involved in bringing education to the people.

The Problem

In his address to the Conference on Public School Education, Governor Moore made the following comments regarding organization for education at the State level:

> The entire structure of public school education in North Carolina must come under the careful scrutiny of the Study Commission. We cannot allow traditional patterns to obscure any need for constructive changes in the overall structure. It is essential that care be taken to insure that our public schools are prepared to meet the needs of the children in the communities they serve.
>
> On the State level we must be extremely careful that a rigid bureaucracy does not develop. Yet, we must have State level safeguards to insure that sound educational policies are developed and that every child regardless of where he lives in the State shall be assured of his rightful educational opportunity. To achieve this objective we need unified and strengthened State level service.[1]

The Governor's forthright call for a thorough study of school organization at the State level and for the development of a unified and strengthened structure of services through State agencies is not a new plea. The 1948 State Education Commission noted serious deficiencies in the organization of education and made some far-reaching recommendations for unifying the structure. Seven of the recommendations which follow apply directly to the present Commission's study.

> The State Board of Education should be established as the policy-making body of the State for public school education . . . .
>
> The State Board of Education should be composed of ten lay members, not ex officio, to be appointed from the State at-large for 10-year overlapping terms by the Governor, and to be confirmed by the General Assembly in joint session.

> . . . it (the State Board of Education) should be authorized to appoint the State Superintendent of Public Instruction . . . .
>
> The State Board of Education should have as its executive officer the State Superintendent of Education, who should be responsible for carrying out the policies of the Board.
>
> The State Superintendent of Education, as executive officer of the State Board, should be the head of the State Department of Education with responsibility, and consequent authority, for the administration and supervision of all phases of the public school program.
>
> There should be provision for the continued cooperation of State educational agencies with other State and federal agencies whose educational activities affect or involve the public school system.
>
> A comprehensive study of the school laws of the State should be made at an early date as a basis for preparing a revised school code which will eliminate all conflicting and obsolete provisions and provide for a more satisfactory organization of all school laws.[2]

Educators and citizens who have been familiar with public education in North Carolina have supported these opinions expressed by the 1948 study.

Most sources participating in the Commission have indicated the need for a more unified organizational structure to be applied to the North Carolina school system. Comment upon the present organizational structure of the schools has resulted often in the identification of deficiencies which have occurred as a result of structure. The problems most often identified are listed below:

> The lack of understanding of the people about the responsibilities of the General Assembly, the State Board of Education, and the State Superintendent of Public Instruction. It has been pointed out that each of the above has been involved in both establishing educational policy and in administering policy or setting guidelines, often with little coordination.
>
> Excessive regulations and controls in the areas of program development, finance, student services—all areas of the school program—at the State level.
>
> Inadequate program provisions of the State in many areas of the school curriculum.

One of the consultants to the Commission stated that efficiency in the functioning of the educational program of North Carolina occurs "in spite of and not because of the organizational structure." The structure "offers excellent opportunity for disunity in considering educational problems of the State, for overlap of responsibilities to deal with educational problems, for misunderstanding and lack of communication between individuals and groups of individuals who share educational responsibilities, for building impasses without ready means to resolve them between individuals and/or groups where there are differences in ideas." [3]

Another consultant, in a position paper submitted to the Commission, made the following observations about the functions and operation of the State education structure: The State Board of Education should not dabble in administration. Large numbers of lay citizens should be involved in the policy-making process. Minority groups should be better represented on the State Board of Education. Professionals should be more involved in school policy development. The State Board of Education should include only lay citizens. The State Board should not include individuals because they hold another position in government.[4]

Chart A in this chapter indicates the structure basic to the lack of unity observed by consultants and the problems which confuse school personnel and citizens on the local and State levels.

The State Superintendent of Public Instruction, an office created by the Constitution of North Carolina, is elected by the people and is identified by law as the administrative head of the public school system.

The State Board of Education, on the other hand, is a constitutional [5] and statutory[6] body composed of ten appointed and three ex officio members, charged with the general supervision

and administration of the free public school system and with responsibility for the educational funds provided for the support thereof.

Given a broad interpretation, the term—general supervision—may be taken to mean the acts involved in policy formation. It is assumed that the development of policies, approval of programs, evaluation of the school system, and supervision of school funds would be primary functions of the State Board of Education. While the assumption is correct, it should be recognized that educational policy and programs are developed by the General Assembly and the Department of Public Instruction, as well as the State Board of Education.

In the Constitution of North Carolina, the General Assembly is directed to provide for a "general and uniform system of public schools." [7] This responsibility has been interpreted so broadly that often that body has become involved in writing into statute specific regulations and policies. Recent examples of this are the acts regarding the education of mentally retarded,[8] educable mentally handicapped,[9] and exceptionally talented children.[10]

The goal of benefiting children through such acts is a worthy one. The question is whether the General Assembly should become the developer of specific programs and policies under which programs are to function. Such action is promoted by individuals or special interest groups with commendable purposes who find it more profitable to establish specific programs by these means than by looking to the educational leadership of the State Board of Education or the Superintendent of Public Instruction.

The members of the General Assembly are faced with a seemingly overwhelming task as they evaluate the complexities of school programs, judge vital needs, and allocate sufficient money to satisfy them. The task of assimilating and evaluating information in order to make wise decisions regarding public education is an enormous one. It may be said that all too often important educational decisions are made as the result of a variety of pressures rather than on the basis of soundly formulated plans for education in the State.

The State Board of Education is put into an extremely delicate and difficult position as its attempts to give leadership and direction to the program of public education in North Carolina. The pressure on the role of the General Assembly as indicated above is one cause. Another factor which makes the State Board's role difficult is that it does not have an executive officer responsible for carrying out policies.

The Superintendent of Public Instruction, because that officer is an elected official and an ex officio member of the State Board of Education, in theory is responsible to the people as well as to the Board. As the secretary of the State Board of Education, the State Superintendent is given the following responsibilities, among others:

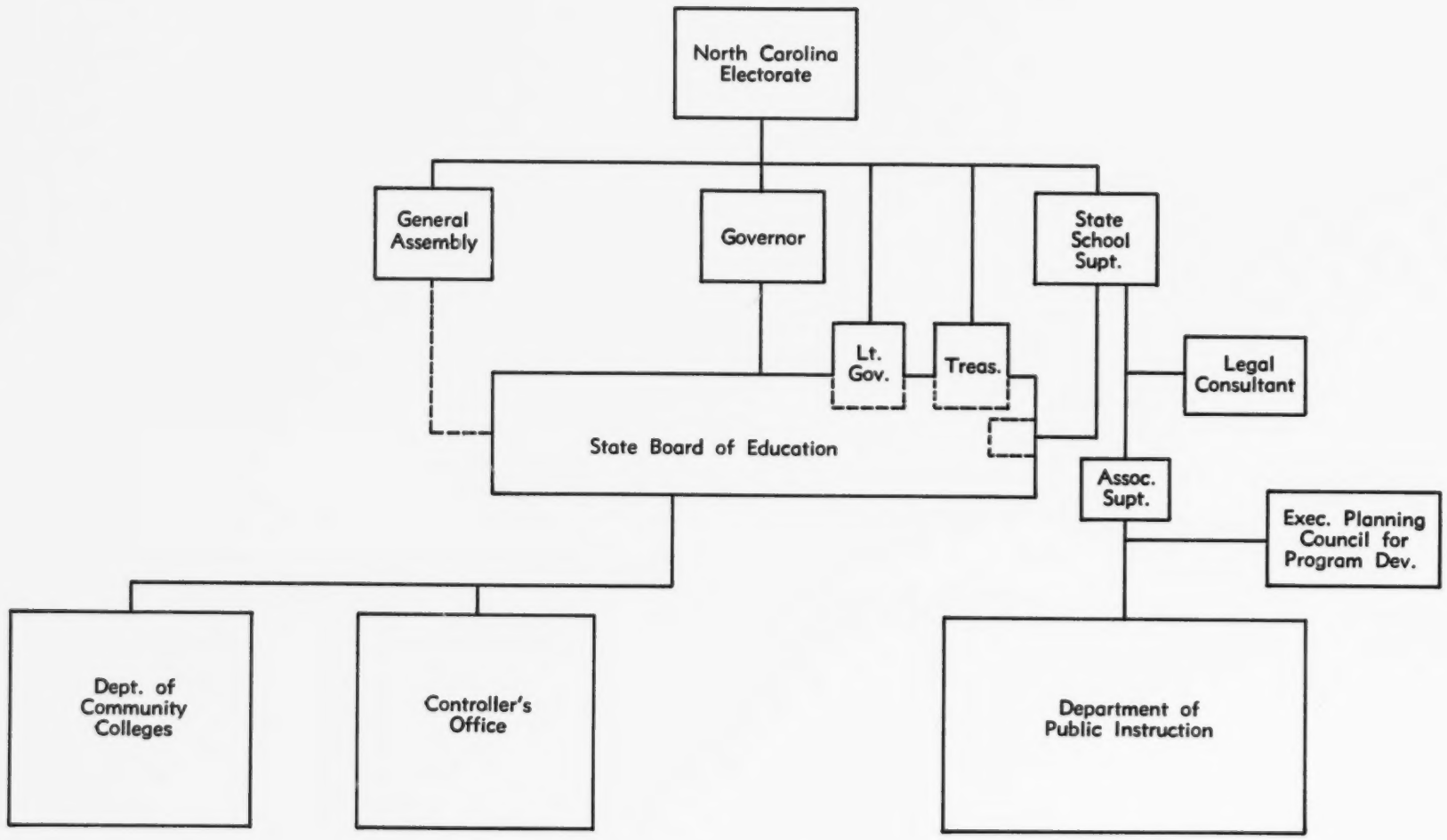
> To administer through a State Department of Public Instruction policies established by the Board.
>
> To keep the Board informed regarding developments in education and to make recommendations for improvements.
>
> To communicate with local public school administrators policies adopted by the Board.[11]

Such responsibilities would seem to identify the State Superintendent of Public Instruction as the executive officer to the State Board of Education. According to information which the Commission has received, that relationship has not existed historically. Deficiencies in the relationship between the State Board of Education and the Office of Superintendent of Public Instruction have extended over a period of many years (as pointed out by the 1948 education study) and are not unique with officials presently in positions of responsibility.

Chart A indicates the separation of two major divisions, the Department of Community Colleges and Office of Controller, from the rest of the structure for public education at the State level.

CHART A

PRESENT ORGANIZATIONAL STRUCTURE FOR THE NORTH CAROLINA PUBLIC SCHOOLS AT THE STATE LEVEL (1967-68)



Adapted from **Profiles of Departments of Education and Public Instruction,** The Regional Curriculum Project, Atlanta, Georgia.

The Controller is a statutory officer responsible directly to the State Board of Education for "supervision and management of the fiscal affairs of the Board." [12] Specifically, he is charged with these responsibilities:

> The preparation and administration of the State school budget, including all funds appropriated for the maintenance of the nine months public school term.
>
> The allotment of teachers.
>
> Management of workmen's compensation and other employee benefits.
>
> The administration of federal funds for schools.
>
> The administration of funds for textbooks.
>
> The administration of school plant construction funds.
>
> Administration of funds for operation of plant, and auxiliary services such as transportation and food services.[13]

The relationship of the Controller to the Superintendent of Public Instruction is legally consultative and informational only. He is required to "report directly to the Board upon all matters coming within his supervision and management." [14]

The leadership of statewide instructional programs, development of the curriculum of schools, and all phases of the school program involve money. No aspect of the public school program can be considered realistically without concern for the funds with which the program will be financed. Yet, by law the organizational setting fosters communication problems and is one in which a unified, developmental program is very improbable. The fact that the chief administrative office, the Superintendent of Public Instruction, is not responsible for school finance appears to be a major organizational problem.

The people of North Carolina and the leadership of the State, particularly the State Board of Education, take pride in the fact that the State has been able to develop one of the nation's outstanding programs in post-high school public education. North Carolina's system of community colleges and technical institutes has, in a relatively brief time period, greatly increased educational opportunity for many thousands of the State's young people and adults.

The *Community College Act of 1963* provided for the establishment of a "system of educational institutions throughout the State offering courses of instruction in one or more of the general areas of two-year college parallel, technical, vocational, and adult education programs" in counties or groups of counties throughout the State.[15] The institutions authorized under this Act were community colleges, technical institutes, and industrial education centers.

The State Board of Education was "authorized to establish a department to provide State level administration of the system of community colleges, technical institutes, and industrial education centers, separate from the free public school system of the State." [16] The statute further stated that the department was to be headed by a director who would be responsible to the State Board of Education, whose salary would be fixed by the Governor, on the recommendation of the State Board of Education, subject to approval of the Advisory Budget Commission.[17] The salary of the director is exempt from provisions of the State Personnel Act.

The organizational framework of the community college system at the State level added more administrative responsibility to a State Board of Education already burdened with administrative problems of the free public school system. It placed the board in the position of working with three top-level administrators— the Superintendent of Public Instruction, the Controller, and the Director of the Community Colleges—all three with apparent equal status in relation to the Board, but with little coordination required among them.

The matter of coordination between the Department of Community Colleges and the Department of Public Instruction is, to the Commission, one to which the people of the State must address themselves. The impact of disjointed programs at the State level is felt at the operational level of public education, in schools, school systems, and post-secondary institutions across the State.

The following conditions have been allowed to exist or have been created because of the lack of a unified approach through the Department of Public Instruction and the Department of Community Colleges:

> Vocational education (and the total program of occupational education) at the high school level remains very weak across the State. Programs at the community colleges and technical institutes are unavailable to students who have not graduated or who hold high school equivalency, unless they officially drop out of school or are 18 years of age.
>
> Millions of dollars of public money have gone into providing the 50 community colleges and technical institutes with modern equipment and able staffs, while high school programs, especially vocational education, have not been provided similar conditions.
>
> Coordination of curriculum offerings between post-secondary institutions and secondary schools, generally speaking, has been inadequate. Cooperative program planning between high schools and technical institutes and community colleges has been negligible.
>
> Many successful general adult education and extension programs formerly offered at local high schools have been cancelled because of the re-deployment of funds for those programs to community colleges or technical institutes.

The opportunity which community colleges and technical institutes create for all the people of North Carolina—the university-bound, the skilled worker, those seeking re-training, the illiterate, the older citizens—is truly remarkable and without parallel in many states. Yet better coordination of the post-secondary institutions with the other public schools is vital. Such efforts should begin at the State level and should occur throughout schools and institutions in various regions and localities of the State. A unified structure, with clear and open communication and a cooperative spirit, can make good opportunities better.

The major State agency that has contact with the public elementary and secondary schools in North Carolina is the Department of Public Instruction. The responsibilities of the Department generally are defined in terms of specific duties required of the State Board of Education and the Superintendent of Public Instruction. The Department of Public Instruction is currently organized into three major sections, Curriculum and Instruction, Department Services, and Vocational Rehabilitation—each of which is supposed to be headed by an assistant superintendent. Within each of the sections are several divisions or offices with specific responsibilities.

The 1967-68 North Carolina *Education Directory*[18] lists more than 750 professional and non-professional positions within the Department of Public Instruction. Nearly one-half of the positions are, however, in the area of vocational rehabilitation which is heavily supported by federal funding. From the study and interviews conducted by the Commission, it appears that the listed organizational structure of the Department is not operational. Individuals have not been appointed to fill the assistant superintendent positions which should give leadership to the major sections of Curriculum and Instruction and Departmental Services. A position of associate superintendent has been functional for some time. This individual works closely with the State Superintendent at a responsibility level above that of the assistant superintendents.

There has been, historically speaking, a heavy emphasis by the State educational agency on three operational phases of its responsibility:

> The development of minimum standards for schools and evaluation to determine if standards are being met.
>
> Implementation of programs established by the General Assembly and the State Board of Education by establishing regulations and providing supervisory services.
>
> Dissemination of statistical data and other published materials relative to various aspects of the educational program.

The Department of Public Instruction operates in the context of conditions that no longer prevail. For example, many schools of the State are now staffed by many highly competent

teachers and administrators who work with school board members who are knowledgeable and concerned. They are vitally interested in receiving from the State Department of Public Instruction the kind of leadership that will help them become more competent in their respective roles. They would like to be recognized as having the professional competence, with guidance, to make important decisions in such areas as curriculum development, personnel training, school organization, and materials selection.

The organizational arrangement of the State Department of Public Instruction should reflect a modified role of that agency, a role which emphasizes leadership rather than regulation. There is a continued need for a determination to be made by the State Department of Public Instruction that minimum standards are being met by the schools. The people of the State must have that assurance. The responsibility of putting into operation policies developed at higher levels is a continuing one. In the future, however, all present functions of the Department of Public Instruction should be secondary to a new leadership role described below:

Provides direction and guidance in the establishment of educational goals for the State.

Promotes the development of visionary leaders in the education profession and among lay citizens at every level.

Leads in the search for better ways of providing quality education effectively and efficiently.

Creates a climate of communication and cooperation between all those involved in the development of the State's human resources.

A State education agency whose primary efforts were directed toward the attainment of these goals would help North Carolina provide excellent educational opportunity for every citizen.

Two problem areas relative to statewide school organization require the attention of the people of the State; one, citizen participation in determining educational goals and in advising responsible groups and officials, and two, the related problem of the role of the General Assembly participation in developing educational policy.

Those who are charged with policy-making, administration, and funding of the schools—the General Assembly, State Board of Education, Department of Public Instruction and all officials at the local level—do not have adequate means of determining the educational goals for the entire State. Lines of communication with the people are blurred by bureaucratic hurdles, the efforts of special interest groups, apathy created by the lack of involvement of people at the local level in financing the schools, and a disorientation of the people regarding the State's role in public education created by the lack of unification in the school system.

In a democracy, public education exists because the people want it to exist. The people determine the program's characteristics, the amount of money they spend for it, and its modifications in response to current conditions. While most of such decisions are made necessarily by representatives of the people, the representatives—legislators, board members, teachers—must keep a sensitivity to the sentiment of the people. The leaders of the State must be active also in stimulating educational improvement by allowing the people to see a better existence through increased educational opportunity.

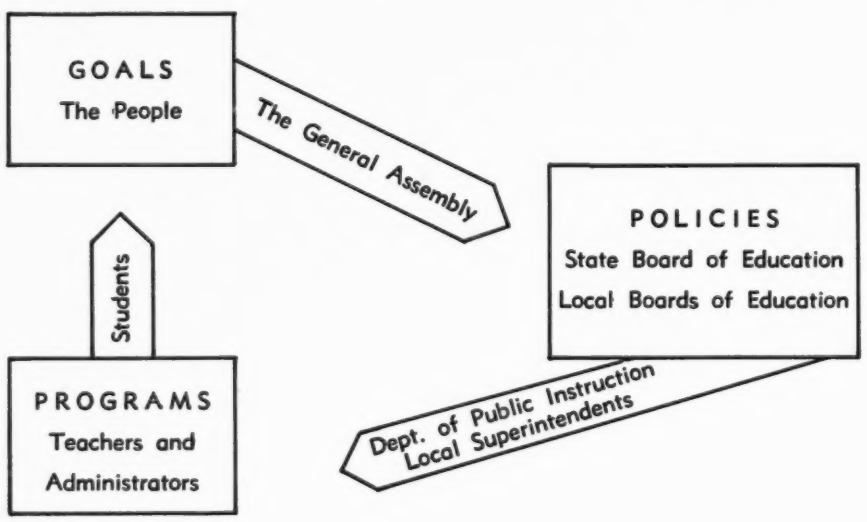
The matter of establishing educational goals is a cooperative one in which the people lead the leaders and the leaders lead the people. North Carolina needs to develop a system whereby this important relationship can be utilized. The major task of the people is to assimilate and digest the expressions of the people into central concerns which, if seen as State responsibilities, can be translated into specific policies and programs. Such a task seems to be the most important one, relative to education, to which the General Assembly of North Carolina can address itself. That task, with the additional responsibilities of approving the appointment of members of the State Board and acting upon budget requests, would fulfill the

General Assembly's responsibility to provide for a free public school system.

The following section of this report deals with recommendations concerning the future organization of North Carolina's statewide education effort. These recommendations have been developed from the view of a State public school system as a three phase process which involves different groups of people in each phase. The first step in the process is establishing educational goals, the second is policy and program development, and the third, program implementation. Public education derives from the people, acquires organization and substance through the representatives of the people, and returns to the people as the product of interactions between students and teachers. Chart B may help the reader visualize the process.

CHART B

PROCESSES IN PUBLIC EDUCATION



Utilizing this approach, the recommendations of the Commission point to a structure in which each level of responsibility for public education can function effectively. The following questions provide a summary of the problems identified in the preceding pages and an introduction to the recommendations presented in the next section:

Through what form of communication channels can the constructive ideas and criticism of the people best be expressed to agencies of the State that are responsible for public education?

In what ways can the General Assembly, the State Board of Education, and the Department of Public Instruction be most responsive to the changing educational needs of North Carolina?

What should be the role of the General Assembly in providing educational opportunity for the people of North Carolina?

What should be the function, manner of selection, and organization of the State Board of Education?

What should be the function and manner of selection of the State Superintendent of Public Instruction?

What should be the primary responsibilities of the Department of Public Instruction and how can it best function to provide leadership for public education?

What changes should occur in the organizational structure of education at the local level in order for the State to assure that all its citizens have the opportunity for an appropriate education?

The Recommendations

Citizen Involvement in Education Decision-Making

The people of North Carolina want good schools and want to be involved in creating an excellent public school system. A permanent structure should be established through which large numbers of interested citizens could study the immediate and long-range educational needs of North Carolina, and communicate the findings of their study in a meaningful way to official boards and agencies at local, regional, and State levels.

The State has a bright history in its utilization of citizens in helping bring about educational improvement. These efforts, however, have lacked essential ingredients of permanence and continuity. Often they have not had a direct channel of communication with officials charged with responsibility for implementing the recommendations that were outcomes of the studies. As a result, frequently those in administrative positions have not evolved the changes suggested by the recommendations of the study.

There should be established in North Carolina a structure organization of citizens with advisory responsibility to the public schools at all levels. Such an advisory organization would provide a system whereby the public schools could take advantage of the tremendous interest and knowledge of thousands of North Carolinians.

Two by-products of a statewide education advisory group would be very beneficial. First, those who become involved in the process of identifying educational problems and recommending solutions to them can be most supportive and influential when the time comes for legislation to be enacted and policies to be adopted. Second, through service on an advisory group, an individual may become interested enough that he will want to serve on a board of education or in some other elective or appointive capacity in which he can be of more influence. North Carolina has received excellent leadership through such channels in the past.

78. **The Commission recommends that a North Carolina Education Development Council be established with subsidiary branches in each of the eight educational districts and in each school administrative unit. The Commission further recommends that the purpose of these advisory groups be: to initiate and conduct planning and study of public education in North Carolina at the State level, regional level, and local school administrative unit level; to periodically report on the results of such study to local boards of education, the staffs of regional education service centers, the State Board of Education, and the General Assembly of North Carolina; to make recommendations for the improvement of public education in this State.**

What conditions must exist in order for this three level system of advisory councils to perform a meaningful function over a long period of time? How will such a far-flung empire of advisors work?

In the first place, there should be a sincere commitment to the concept of citizen involvement in educational decision-making. This commitment must come from the Governor and State Board of Education, board of education members, superintendents of schools, and all professional educators in counties and cities across the State. All those in policy-making or administrative positions should express through their actions the belief that the people want good schools, that they have reasonable ideas about the things schools should do, and that they are willing to help schools attain their established goals. Secondly, those who work with the advisory groups must seek the judgment of lay people, rather than seeking a rubber stamp of approval for pre-determined decisions. The purpose of the advisory structure would be to give informed advice to the school authorities.

The proposed organizational structure of the education development councils is indicated in Chart C. Efforts such as the education development councils can be successful if councils are assigned to professionals with competencies in research and development and who possess leadership skills. At the State, regional, and local school levels professional staff members should be assigned to work with the councils on a full-time or part-time basis.

Local Education Development Councils. It is proposed that each school administrative unit in the State have a local education development council whose functions would be to study the school offerings in depth to determine the degree to which schools are serving needs, to make recommendations for improvements to the board of education, to serve as an avenue

of public sentiment for improvements, and to communicate with regional education development councils and other local councils regarding issues or problems that are the concern of more than one school unit. A local education development council might study these problems, among others:

The need for and feasibility of more adequate utilization of school buildings in the evenings and during the summer months.

The feasibility of consolidating several small high schools into a larger high school with a comprehensive program.

The need for a larger local contribution to the financing of schools.

The need for better coordination of community public health, mental health, and welfare agencies to serve the needs of children and youth.

The need to seek ways to cooperate with other school units in order to provide educational opportunity for children with exceptionalities.

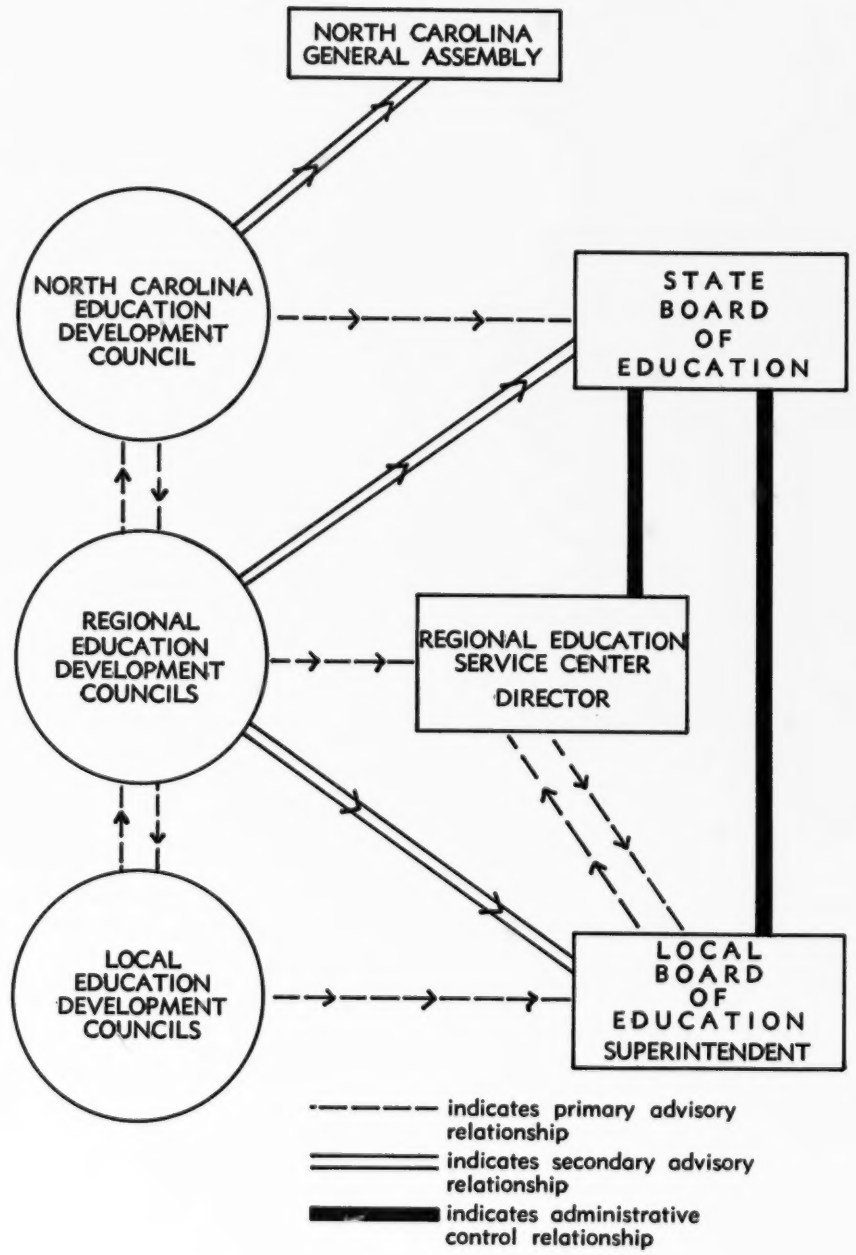
The composition of local education development councils is suggested as follows: a representative, possibly appointed by the board of education, of each school in the school administrative unit; ten at-large members appointed by the governing body (board of aldermen, town council, board of county commissioners). The executive director of the local education development councils should be a professional educator appointed by the superintendent of schools. The staff member should devote at least one-fourth of his time to this work.

Regional Education Development Councils. These citizens' advisory groups would coincide with the development of the Regional Education Service Centers proposed later in this chapter.

The regional education development councils would add an important new dimension to planning for the public education effort in the State. Many of the vital services and programs which are discussed elsewhere in this report must serve a larger area and population than is encompassed in one school

CHART C

A PLAN FOR CITIZEN INVOLVEMENT IN EDUCATIONAL DECISION-MAKING



administrative unit, particularly in the less populous areas of North Carolina. For example, a multi-school unit base should be established in planning educational programs for exceptional children. Psychiatric and medical services will have to be organized often on a regional basis. Educational television for adult education could be programmed for several counties, with the programs originating from an education service center. A multitude of other potential areas that demand planning and development on a regional basis could be identified.

The specific functions of the regional education development councils could include the following:

To identify and study educational problems and issues that confront areas of the State combined within each of the eight educational districts.

To establish communication with local education development councils and the North Carolina Education Development Council.

To make specific recommendations for action to the staffs of the regional education service centers, to local boards of education, and to the State Board of Education.

To communicate and develop mutual plans with other agencies and groups concerned with regional planning.

The Commission proposes that the membership of the regional education development councils be composed of the following: a member of the county board of commissioners from each county in the region, a member of the board of education from each school administrative unit within the region, and ten at-large members from the region appointed by the State Board of Education. A responsible executive from the regional education center should perform the executive functions for the regional development council.

Following this suggested organization, citizens from each school administrative unit would be involved in planning for education at the regional level. The number would vary in each region since there is not an equal number of counties or school administrative units in each region.

The North Carolina Education Development Council. This advisory group should serve as the highest level for advisory long-range planning for public education in the State. It should have the capacity to speak directly to the State Board of Education, to the General Assembly, and to other agencies or commissions which are concerned with the total development of the State. Its membership should include leaders of the State who have vision and the ability to conceptualize how State government might create the finest educational setting for all its people.

In the view of the Commission, the establishment of this Council would eliminate the need for temporary spotty efforts in educational planning. With an adequate executive and research staff and the ability to interpret fruitfully the results of its efforts to the people, the North Carolina Educational Development Council could become a major stimulus for educational change in North Carolina.

What would be the limits of concern of this Council? About which specific problem areas would it make recommendations? While these questions will have to be primarily determined by the leadership of North Carolina, appropriate areas of responsibility would include the following:

The long-term effect upon the schools of social changes and the best ways that these changes can be accommodated in the school program.

The changing industrial development of the State and the nature of the schools' participation in manpower development.

The development of an atmosphere in North Carolina that is conducive to educational change and attractive to creative educational leadership.

Studying and seeking solutions to the problems inherent in coordination of State agencies so that appropriate services of those agencies are brought more fully to bear upon the needs of children in schools.

Conducting evaluative studies to determine the degree to which schools are accomplishing the goals that have been established for them.

To make reports periodically on its work to the State Board of Education, the General Assembly, and the people of the State.

The Commission proposes that the North Carolina Education Development Council be composed of: two members appointed by each of the eight regional development councils, at least one of whom should be a member of a regional council; and nine members appointed by the Governor, among whom would be one member designated to serve as chairman. The chief executive of this Council should be a staff member from within the Department of Public Instruction.

Legislation was enacted by the 1967 General Assembly which joined North Carolina with the Interstate Compact for Education.[19] The purposes of the Compact are to:

Establish and maintain close cooperation and understanding among executive, legislative, professional, educational, and lay leadership on a nationwide basis at the state and local levels.

Provide a forum for the discussion, development, crystallization, and recommendation of public policy alternatives in the field of education.

Provide a clearinghouse of information on matters relating to educational problems and how they are being met in different places throughout the nation, so that the executive and legislative branches of state government and of local communities may have ready access to the experience and record of the entire country, and so that both lay and professional groups in the field of education may have additional avenues for the sharing of experience and the interchange of ideas in the formation of public policy in education.

Facilitate the improvement of state and local educational systems so that all of them will be able to meet adequate and desirable goals in a society which requires continuous qualitative and quantitative advances in educational opportunities, methods, and facilities.

It is the policy of this Compact to encourage and promote local and state initiative in the development, maintenance, improvement, and administration of educational systems and institutions in a manner which will accord with the needs and advantages of diversity among localities and states.

The party states recognize that each of them has an interest in the quality and quantity of education furnished in each of the other states, as well as in the excellence of its own educational systems and institutions, because of the highly mobile character of individuals within the nation, and because of the products and services contributing to the health, welfare, and economic advancement of each state are supplied in significant part by persons educated in other states.

The governing body of the Compact, called the commission, consists of seven members from each party state, including the Governor, two members of the state legislature, and four appointed by the Governor. The appointed members are supposed to be persons who reflect broadly the interests of education in the state. The 1967 legislation also established a North Carolina Education Council composed of the members of the education commission of the states representing North Carolina and five other persons appointed by the Governor for three-year terms. Ex officio members of the Council are to be the Chairman of the State Board of Education, the State Superintendent of Public Instruction, the Chairman of the State Board of Higher Education, and the Director of Higher Education. The Council is designated as the group with which the nationwide commission communicates regarding its work.[20]

The purposes of the North Carolina Education Council (legally established but not yet operational) and the North Carolina Education Development Council are very similar. The Commission recommends that, if legislation is enacted which incorporates its proposals on the statewide citizens' advisory councils, the function and membership of the two groups be merged into a single group.

The implementation of the Commission's recommendations on citizen involvement in the schools should have far reaching effects upon the schools of this State. The State Board of

Education and the General Assembly are encouraged to establish a statewide citizens' advisory effort at the earliest possible date, and to encourage State leadership to fully involve local school leaders in the planning and implementation stages of the effort.

The Role of the General Assembly in Providing for Public Education

The General Assembly of North Carolina can serve the interests of public education for all the people by giving leadership in the establishment of educational goals for the State, by identifying sources of revenue to support public education, by appropriating funds to finance the Minimum Basic Program and the Incentive Support Program, and by confirming the appointment of individuals to serve on the State Board of Education.

79. The Commission recommends that the General Assembly exercise its responsibility to provide for a free public school system by assuming a larger leadership role in the development of educational goals for North Carolina; by providing funds for the support of programs that are consistent with such goals; and, further, that the General Assembly refrain from legislating specific regulations, policies, and programs that could better be developed by the State Board of Education.

This recommendation identifies an enlarged responsibility and a more significant role for the General Assembly. No task in public education can be more vital than the determination of the goals that schools should accomplish. All major policies and programs that are developed by boards and agencies at the State and local levels should respond to overall goals. To fulfill this larger responsibility, the following conditions must be met:

The General Assembly should be able to utilize fully the findings and recommendations of the North Carolina Education Development Council as it seeks to determine long-range directions in public education. It should receive regular reports from the Council. It should have the opportunity to hear from a knowledgeable group which is widely representative of the interests of all the people of the State.

The General Assembly should have a greater voice in the selection of members of the State Board of Education. In the past, members of the Board have been appointed by the Governor and have begun service before their confirmation by the General Assembly. The Commission suggests that service of members of the State Board of Education begin after their confirmation by the General Assembly.

Educational Policy Formation and Administrative Agencies at the State Level

Earlier in this chapter a three-phase cycle of public school program development was described. Thus far, the Commission has suggested how the first phase, establishing education goals, can be meaningfully fulfilled by the people and the General Assembly. The remainder of this chapter will be directed towards recommendations concerning an organizational setting in which the two other phases, policy development and program implementation, can be carried out more adequately. The analysis and recommendations presented in the following pages relative to statewide policy development and implementation have been developed through utilizing the sources of information cited earlier.

The statewide organization of public schools must provide a setting in which policy development and implementation can be consistent with goals that are established by the people. Policy should be accurately and quickly translated into action programs. Goals and policy must not become distorted in the process of implementation.

State level education organization can be judged by the degree to which educational opportunity makes contact with

the potential recipients of such opportunity. The distance may be extensive between the State Board of Education and children in classrooms, but young people should be the recipients of the benefits of decisions at the State level.

There are limits to the resources which any State can devote to public education; North Carolina is no exception. The organizational structure should make it possible for all the resources—people, buildings, money, and materials—to be used in the most productive manner.

It is with the preceding principles in mind that the Commission presents its recommendations on the State Board of Education, the Office of State Superintendent of Public Instruction, the Office of Controller, the Department of Community Colleges, and the State Department of Public Instruction.

The State Board of Education: Function and Manner of Selection

Development of policy under which the State school system operates should be consolidated with one agency that is responsible and responsive to the people of North Carolina and their elected representatives. The role of the State Board of Education as the policy formation agency for public education has never been fully established. If North Carolina is to develop a unified and coordinated educational structure, the Board must be granted authority to initiate policies and programs that are consistent with the goals established by the people and the General Assembly.

Much has been said to the Commission during its year of study about the manner of selection of members of the State Board of Education and the composition of the Board. Some individuals have recommended that the Board become an elective body; others have suggested that it remain appointive with no ex officio membership. Those who have suggested change have sensed deficiencies in the work of the Board which they believe could be resolved through changes in manner of selection or composition. The Commission is of the belief that no major change is needed in terms of the way the State Board of Education is selected. If there are deficiences in the Board's capacity to establish educational policies for North Carolina's public schools, they result from the problems identified earlier, i.e., the uncertain status of the Board's policy-making power. The State Board of Education has served well the people of the State and is worthy of the highest commendation for its accomplishments under difficult organizational circumstances.

80. The Commission recommends that the State Board of Education be firmly established in the Constitution of North Carolina and statutes enacted by the General Assembly as the policy formation agency for public education at the State level, kindergarten through community college. The Commission recommends that the State Board of Education continue to be selected in the manner currently provided in the statutes, except that service of members begin following confirmation by the General Assembly and that ex officio membership be limited to the Lieutenant Governor and the State Treasurer.

The Commission feels that the practice of selecting members of the Board from each of the eight educational districts and two at-large members should be continued. The Commission's proposals on regional education service centers which would be located in each educational district would make more meaningful the selection of members on a district basis.

While the opinion has been expressed that ex officio membership on the State Board of Education is not worthwhile, the Commission feels that it will be advantageous for the Board to have contact with the larger aspects of State government that can be provided by the membership of these officials. If the State Superintendent of Public Instruction becomes an appointed official as recommended in the following section, that officer should remain as secretary to the Board but should no longer serve as an ex officio member.

The Function and Selection of the State Superintendent of Public Instruction

Ample mention has been made of the opinion that the State Board of Education needs a competent staff which can bear the major responsibility for administration and implementation. The Board's burden of decision-making for all public schools is awesome in itself without the additional responsibility for administrative details.

81. The Commission recommends that the position of State Superintendent of Public Instruction be removed from the Constitution of North Carolina and the statutes as an elective position; that this position be established in the Constitution as an appointive one, subject to the salary, term, and conditions established by the State Board of Education.

The conditions could not be better for bringing about this badly needed Constitutional change which will so vitally affect the whole education effort in North Carolina. The citizens of the State are in the process of electing a new State Superintendent. Many people have questioned the validity of electing an individual to fill a position that is so demanding of the highest professional leadership abilities. The Education Committee of the current State Constitution Study Commission has recommended that the office of State Superintendent be removed from the Constitution.

Related to the appointment of the State Superintendent is the question of salary for him and for other top officials in the Department of Public Instruction. At present the salary of the Superintendent is set by law ($20,000 as of August 1, 1967). This salary is not competitive with the salaries that are being paid many local superintendents of schools in North Carolina. Nor is it comparable to salaries that are paid to some other State agency heads. North Carolina must be able to attract the most capable leadership for its top professional position in public education. Salaries must be made more appropriate for the responsibilities demanded of the Superintendent.

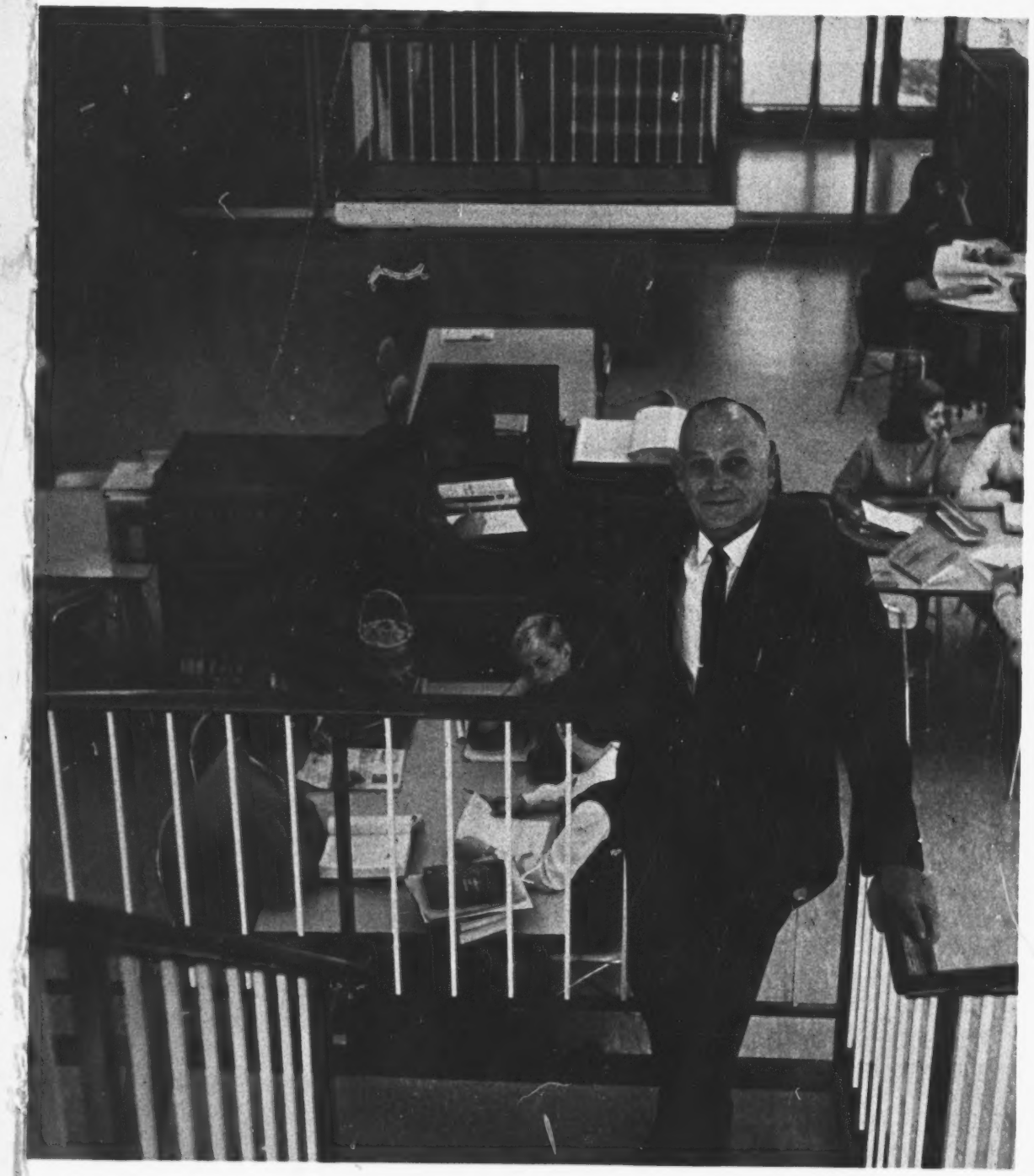
The Commission suggests that the 1969 General Assembly take steps as early as possible to free the Superintendent of Public Instruction from the salary provision that is currently in the statutes, and that key positions in the Department of Public Instruction be made exempt from the provisions of the State Personnel Act. Determination of the levels of positions to be freed from the Personnel Act should be made by the State Board of Education in consultation with the Superintendent of Public Instruction. As it is vital that the salary of the Superintendent be competitive, so it is necessary that he be able to attract a highly qualified professional staff to work in the Department of Public Instruction.

Reorganization of the Executive Functions of the State Board of Education

There is widespread sentiment for unification of the administrative functions of the State Board of Education. The State Board at present works with three relatively independent administrative agencies. This situation results in lack of coordination of effort and gives opportunity for factionalism that should not exist.

The members of the Commission believe that the education effort in North Carolina cannot be segmented without putting an undue hardship on the State Board to assume the role of administering its own policies. The Commission feels that all divisions under the State Board of Education are integral parts of North Carolina's total educational program and thus should be unified in a State education agency that implements the Board's plans for the public school.

82. The Commission recommends that the State Board of Education reorganize its divisions into a single agency responsible for administration of all aspects of the educational program.



There has been considerable discussion about the most appropriate location of the Department of Community Colleges. Three alternatives have been expressed to the Commission: that the Department continue to function under the State Board of Education; that an independent board of community colleges be established which would set its own policies and would deal with the General Assembly independently; that the community colleges and technical institutes come under the authority of the Board of Higher Education.

While there can be no absolute assurance that one kind of organizational structure will be superior to another, it is the view of the Commission, in the light of present circumstances, that the Department of Community Colleges should remain under the authority of the State Board of Education. The arguments against a move to the other two alternatives appear to favor continuance of the present structure. For example,

> Creation of another education agency to administer community colleges and technical institutes could lead to even less coordination of these programs with those of the other public schools.
>
> The Board of Higher Education serves a planning and coordinating role and is not responsible for securing and administering financial support for senior colleges and universities. Individual institutions seek operational and capital funds independently from the General Assembly. A move of the institutions in the community college system to come under the Board of Higher Education could make coordination of all post-secondary education even more difficult than it is now, particularly with the lack of a consolidated budget for all higher education institutions.

A survey conducted by the Commission of an extensive sampling of community college and technical institute presidents showed that a large majority of those interviewed favored the State Board of Education as the responsible agency for their institutions. This position was confirmed in a special letter forwarded to the Commission from the or-

ganization of community college and technical institute presidents.

The present laws governing the operation of community colleges and technical institutes at the local level (separate boards of trustees representative of counties primarily served by the institutions) are sound and functional, and the Commission suggests no changes in that regard.

Suggested Organizational Changes in the Department of Public Instruction

Some of the desirable major changes in organization of the State education agency have been indicated elsewhere in this report. The major emphasis should be to create an agency directed toward leadership rather than control. The Commission defines the term leadership, when referring to the Department of Public Instruction, as a manner of operation which creates the following conditions:

> A climate of excitement among professionals for the work in which they are engaged.
>
> A team effort toward the accomplishment of goals, with each individual being aware of his potential for making a significant contribution to the work of the whole group.
>
> An atmosphere in which professionals have the privilege and responsibility of making decisions based on their own considered judgment.
>
> Situations which are sufficiently interesting and challenging that highly competent professionals want to join and stay with the effort.
>
> Most importantly, the recognition by all concerned of the larger goals that underlie all of public education, whether it be at the kindergarten, twelfth grade, or community college level.

To accomplish these purposes, some modification in role and organization should take place within the Department of Public Instruction. First, the staff of the Department should recognize fully its role of giving direction to the efforts of one and one-half million youngsters in school and fifty thousand professionals. Secondly, the Department itself should be organized in a unified, functional manner that will promote leadership to broad areas of the school program. Finally, the Department of Public Instruction should be so organized that maximum contact is possible between the specialists and consultants in the Department and professionals and citizens in local school administrative units across the State.

Of the three broad areas of change that are suggested, only the latter organizational change is discussed here since the first two should be the prerogatives of the State Board of Education and the Superintendent of Public Instruction. On the following pages the Commission presents a recommendation for regional education service centers through which State leadership can be more accessible to local school units.

Proposals Concerning the Establishment of Regional Education Service Centers

Several advisory committees and consultants to the Commission have recommended that there be established in North Carolina regional service centers. They view such a move as the best way for the State to provide both excellent service and positive leadership to local school administrative units. The Advisory Committee on Elementary Education recommended that a plan be implemented whereby educational field stations (strategically located to assure geographic coverage) be developed which would be capable of serving as demonstration centers. These centers would have all of the capabilities that enable a situation to be both exemplary and geared to the kind of interpretation suited to a constant flow of visitors.

In addition, the Advisory Committee on Elementary Education recommended that school health services be guided on a regional basis by an advisory board whose concern would extend beyond county or school unit lines. Cooperative planning on a broad basis is needed among all agencies that deal

with exceptional children. This committee felt that since numbers of children with particular exceptionalities may not be sufficiently large for each unit to offer programs, a regional center could help in developing regional provisions for all children with exceptionalities.

The Advisory Committee on Research and Innovation recommended that Demonstration and Evaluation Centers be established in several regions of the State. Such centers would serve to demonstrate and evaluate educational innovations that are relevant for the advancement of education in the State. The centers could take the form of model programs and focus on putting into practice promising ideas that can be adapted to the surrounding schools in the region.

Ideas and practices to be demonstrated and evaluated by such centers would originate basically from two sources: the significant research and demonstration literature that is being produced in North Carolina and elsewhere by the State Department of Public Instruction, the Learning Institute of North Carolina, the Regional Education Laboratory and the Advancement School; and the inventions of teachers in the immediate region and in other regions of the State. Personnel for the centers would be drawn from the school administrative units in the region. Such an arrangement would provide local school personnel the opportunity to try out new ideas and to observe whether they actually work. This committee also suggested that the centers could be used as personnel training sites for materials and equipment evaluation and for training school personnel from local units in research techniques.

In the report of the Advisory Committee on Materials and Tools for Instruction, regional centers were suggested as locations for production and distribution of educational television materials. The centers might be focal points for in-service education of teachers in utilizing educational media. The Division of Educational Media of the State Department of Public Instruction could develop a network of regional centers to which local personnel may come for examination and evaluation of instructional materials and equipment. Staffed with professional media specialists to provide consultation to local personnel, the regional centers would provide services such as are provided now by the Learning Center in the office of the State Department of Public Instruction in Raleigh.

The report of the Advisory Committee on Organization stated that: "The size and growing complexity of North Carolina and, accordingly, the critical need for services and assistance at the local level, suggest regionalizing some of the service functions of the State Department of Public Instruction." The Committee suggested the following services be provided by regional centers, rather than through direct contact with the central office of State Department of Public Instruction:

- General supervisory services in the various curricular areas.
- Psychological and testing services.
- Consultant services in innovative and experimental programs.
- Technical and specialty services involving computer use and other technological services.
- Consultant services in establishing locally directed in-service education programs.
- Coordination between local school systems and teacher training institutions and area technical institutes and community colleges.

Further, the Advisory Committee on Organization said that the regional center should not come between the local unit and the chief state school officer in administrative matters.

The role of the regional center should embrace services which local units cannot afford or justify due to unit size. It should act as an agency to encourage the coordination of services among local units and to encourage mergers of such services. It would serve as an effort to decentralize the State agency. The regional center should be staffed by an

administrator who reports directly to appropriate officials in the State Department of Public Instruction, generalists in the curricular areas, and specialists as required for specialized areas. The regional supervisor of vocational education should be a generalist responsible for all areas who could call in specialists from the State level as needed. A psychologist or person with other related training might be responsible for student psychological and health services and should be supported by sufficient staff. A team approach should be formulated at the regional level whereby a team could provide competent assistance to a local unit. Mobility and flexibility should be key characteristics of his team. Innovation and experimentation should be its key objectives.

The Advisory Committee on Secondary Education recommended that a regional approach be applied to the planning and development of vocational and technical education programs. With the development of a statewide system of community colleges and technical institutes and the corresponding trend toward the establishment of comprehensive high schools, program development in vocational education should involve a broader base for planning than that of the individual institution or school unit. Coordination of vocational education offerings between high schools and the institutions in the community college system could be brought about through regional personnel who would be in a position to view manpower and education needs for the region and the State.

Three states, Nebraska, Wisconsin and Texas, have pioneered in the development of regional education centers to provide specialized services to all educational districts in each of the states. The states of Wisconsin and Nebraska have established nineteen centers; Texas has twenty. The centers in Texas began as instructional media centers and were modified by law in 1967 to have a more extensive function.[21] While the situations in regard to organization and administration of the public schools differ in each of these states, the basic purposes of the education service centers coincide with several recommendations made up of advisory groups for North Carolina.

A decentralized State Department of Public Instruction, working in a leadership capacity through regional education service centers, should serve well the following functions:

- Regional educational planning that is locally oriented but which contributes to statewide educational planning.
- Provision of in-service education for school administrative unit personnel, including administrators, teachers, and aides.
- Coordination of pre-service educational programs among colleges and universities and local school systems for all educational personnel.
- Provision of pupil evaluative services when needed, and consultative services to local school units in the development of adequate pupil services.
- Providing supportive instructional services in curriculum development and use of instructional media and materials to local school units.
- Coordinating and encouraging the development of projects funded by the federal government.
- Establishing demonstration programs in local school units in which exemplary and innovative educational programs could be studied by representatives of local school units.
- Encouraging and coordinating regional and local efforts in educational research in cooperation with the Department of Public Instruction, colleges and universities, the Learning Institute of North Carolina (LINC), the Regional Education Laboratory for the Carolinas and Virginia (RELCV) and other agencies.

Local boards of education, school administrators, and teachers want assistance in improving the educational opportunities for our people. They need help in establishing programs for young children; they need help in providing diagnostic and evaluative services for all pupils; they want to be able to utilize the results of educational research to improve teaching and learning. Until the State is able to provide supportive services which will improve the conditions for all its people, full educational opportunity will not be realized.

In any enterprise, leadership is a premium commodity; education is no exception. As has been pointed out earlier in

this report, designated leadership should have defined channels of responsibility and should be compensated for its services. Leadership must be accessible to those whom it would lead. It must have time to work continuously and thoroughly with groups of individuals in order to follow through with projects to the stage of completion.

83. The Commission recommends that the State Board of Education, in cooperation with the State Superintendent of Public Instruction and the State Department of Public Instruction, provide improved services to school administrative units through the establishment of a regional education service center in each of the eight educational districts in the State.

A sound approach to the establishment of the regional education service centers would be to develop the centers in three phases, outlined in the following descriptions.

Phase 1, January through August, 1969. Planning two pilot regional centers to be started in District One (northeastern North Carolina) and District Eight (southwestern North Carolina) in September, 1969. Submission of project proposal to the U. S. Office of Education to receive development funds through Elementary and Secondary Education Act. Extensive conferences for planning with representatives of local school units in the regional districts to be initially served by regional education centers. Selection of center directors.

Phase 2, September, 1969, through August, 1971. Establishment of service centers in District One and District Eight. Reassignment of appropriate personnel from Raleigh offices of the State Department of Public Instruction to the two regional centers. Relocation of some State Department of Public Instruction personnel already in the field to the regional centers. Continuous evaluation of the service center activities through conferences with teachers, principals, superintendents, school board members, and lay people. Conduct of staff utilization studies. Modification of functions as evaluation deems necessary.

Phase 3, September, 1971. Complete the network of regional education service centers through establishment of centers in each of the Districts 2, 3, 4, 5, 6, and 7. Reassign some staff members from Raleigh offices of the State Department of Public Instruction to regional centers as needed. Consolidate into regional centers representatives of the State Department of Public Instruction who already function in the field (such as the Vocational Rehabilitation personnel). Conduct continual program of evaluation and public information. Modify functions as needed, based on evidence.

Organization of Regional Education Service Centers. The Commission does not desire to assume the responsibility of the State Board of Education and the Superintendent of Public Instruction by indicating specifically how a regional education service center should be organized. However, a description may illustrate some of the needed major divisions within a regional center and some of the specific functions of each division.

Each regional center should be administered by a director who would be responsible to the Superintendent of Public Instruction through appropriate associate superintendents within the State agency. Regional directors would communicate directly with the State Superintendent when necessary. Appointment of regional directors would be made by the Superintendent of Public Instruction with the approval of the State Board of Education.

The Regional Education Development Council would serve as the regional segment of the statewide plan for Citizen Involvement in Educational Decision-Making, described in detail in an earlier section of this chapter.

The services and resources which the education service centers would offer to school administrative units could be organized into the following divisions: pupil services, elementary education, secondary education, coordination with higher education, administration and organization, educational media, and research and development. Each of these functional divisions of the regional center would be responsible

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for service in program development and for multi-county (regional) planning. The specific functions of each of the divisions are described in Appendix D of this report.

The Regional Demonstration School. The regional demonstration school would provide a setting in which practicing educational personnel could see a demonstration of the latest instructional methods and materials and in which research and development could take place in a school setting. Consultants and specialists on the staff of the center could serve in an advisory manner to the demonstration school staff so that the program in the demonstration school would be exemplary. The demonstration school would make it possible for educational personnel to visit and be brought up to date by witnessing innovations in an environment similar to that in which they are working.

The staff of the regional center would serve in a continuing consultative capacity to the faculty and staff of the demonstration school, and the principal of the school would be considered a consultative member of the staff of the regional education center. The local board would need to grant a greater degree of program flexibility in the demonstration school than might be usual in the other schools. In order to serve as a true demonstration school, the facility should have viewing rooms, small and large seminar rooms, and other capabilities which would give it the capacity to accommodate large numbers of visitors without interrupting the activities of the students or the faculty. It might be necessary to wait for new school construction in a local unit in order to acquire such a facility. The State might supplement local building funds in order to establish the kind of demonstration school needed. The principal should be an employee of the local board of education.

The relationship of the regional center to the demonstration school would be handled on a team approach in which the staff team would determine which projects were to be carried out by working with the school faculty. The projects would be planned and developed, carried out, and evaluated by the faculty and center staff. The faculty as well as the program should be exemplary. The faculty of the demonstration school

and staff should be joint employees of the local board of education and of the regional education center. Faculty and staff of the demonstration school could be used on occasion as consultative staff to other school units.

Organization of the Regional Demonstration School. Selection of a site for the regional education center should be keyed to finding a suitable school to serve as the demonstration school. The regional center could be located on the site of an elementary, junior high, or senior high school, or in some instances, an educational park or union school. The regional center might be developed in coordination with plans for new school construction by a local school unit. While it would be ideal if new buildings could be constructed to house the center offices and studies and the demonstration school, this might not be practicable. The concept of regionalizing the functions of the State Department of Public Instruction is so important that the effort should not be delayed due to the lack of funds for construction. Temporary facilities or unused school buildings could provide office space for centers to get under way.

At this time, the determination has not been made of the amount of additional money required in order to adequately finance eight regional education service centers. As indicated in the proposals on organization of the regional centers, some individuals who possess unique talents and leadership skills would be needed. Examples would be services provided by such personnel as curriculum specialists, media specialists, psychological and medical consultants, researchers, etc. As the education program of the State is expanded and as the State agency becomes more capable of providing leadership, additional numbers of people will be needed, as well as those who possess high degrees of skill.

On the other side of the ledger, certain savings should be realized initially as the State Department of Public Instruction personnel are assigned to education service centers. Travel costs will be reduced. Some of the initial staffing could be accomplished by reassignment of personnel working in the Raleigh office of the State Department of Public Instruction to a regional office.

If education is indeed the State's most important business, then it must have enough highly skilled professional people to give that business the leadership it needs. The finest educational talent available should be employed by the State agency and its regional centers. Great strides can be made toward the improvement of educational opportunity for the people of this State through the provisions of regional education centers.

Local School Organization

Public schools began in America because of the initiative of citizens in local communities. The people joined forces in the common interest of providing education for their children. They found a room, hired a teacher, and sent their children to school.

C. O. Fitzwater points out that, because of the nature of the beginning of public schools, "no principle has been more generally or persistently held than the principle of local control." [22] He continues by saying,

> Adapting local district structure to changing conditions and needs has been a persistent problem in American education. . . . The urgency of the problem has been greatly accentuated in recent decades by the increasing importance of improving school program quality and by the massive population changes affecting all types of local government.[23]

The 1948 study conducted by the North Carolina State Education Commission presented an excellent summary of the many changes that have taken place in North Carolina school district organization since 1838.[24] The 1948 study made six recommendations which apply to the emphases in this chapter.

> There should be established a more uniform system of local boards of education on the policy-determining and

rule-making authorities in local administrative units.

The local board of education should be composed of five or seven lay members to be selected at large in terms of their fitness for the position, preferably in an independent election, and for overlapping terms of six years.

The local superintendent of schools should be appointed by the board for a term of four years, and should serve as the executive official with responsibilty for administering the educational program in accordance with the policies and rules of the board.

Legislation should be enacted placing on the State Board of Education the responsibility, with the assistance of county committees on reorganization, to make and carry out a plan for determining on a statewide basis the number of local school administrative units and the number of school attendance areas that can satisfactorily provide the educational program of the future.

Since a local administrative unit should be sufficiently large enough to warrant the provision of all essential administrative and supervisory services, local units of school administration which are established in the future should be organized so as to assure in the unit an absolute minimum of 3,500 to 4,000 school population and a desirable minimum of 9,000 to 10,000 school population.

Except as it is found to be administratively impractical, secondary schools should be established so as to assure an absolute minimum enrollment of 300 pupils and a desirable minimum of 500 to 600 pupils. . . . A four-year secondary school . . . should have an absolute minimum of 600 to 700 students and a desirable minimum of 900 to 1,000 students.[25]

Resolution Number 81 of the 1967 Legislature directed this Commission to study the following aspects of school organization at the local level: the need for merger for school administrative units (including the merger of small county school units), the need for consolidation of small schools within administrative units, and the role of local boards of education.

Determinants of Adequacy of Local School Administrative Units. The adequacy of North Carolina's school administrative units should be measured in terms of identifiable criteria. Reorganization of local school units, when needed, should occur on the basis of such criteria.

When is a school unit organized effectively? The Education Commission of the States lists nine factors in determining organization of school districts.

Unified operation and control: The district is organized to operate both elementary and secondary schools under a single board of education and administrative staff.

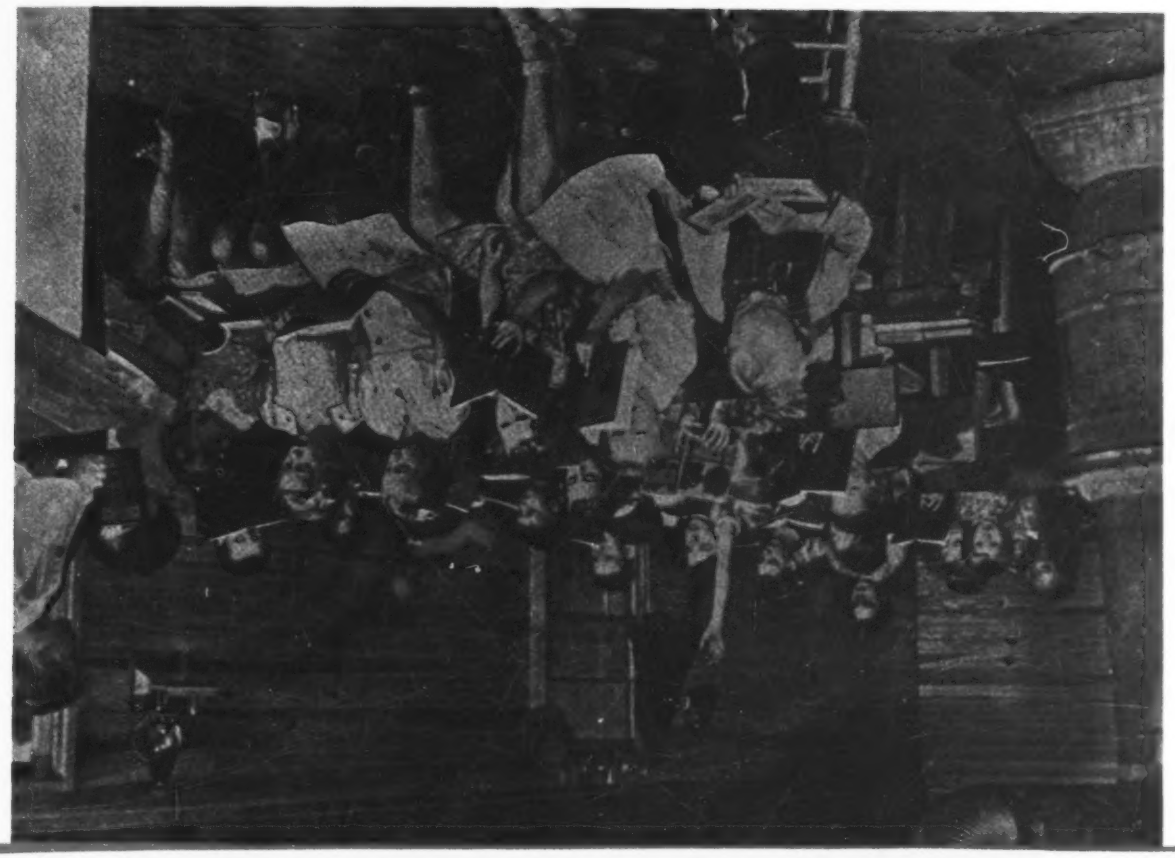
Comprehensive educational program: The district is organized to provide, to the maximum extent practicable, the scope and quality of educational programs and services, regarded in the State as desirable for all children (the offerings of existing sound organized districts in the State may serve as a guide). Consideration of this factor should be limited only by unavoidable conditions imposed by population sparsity and community isolation.

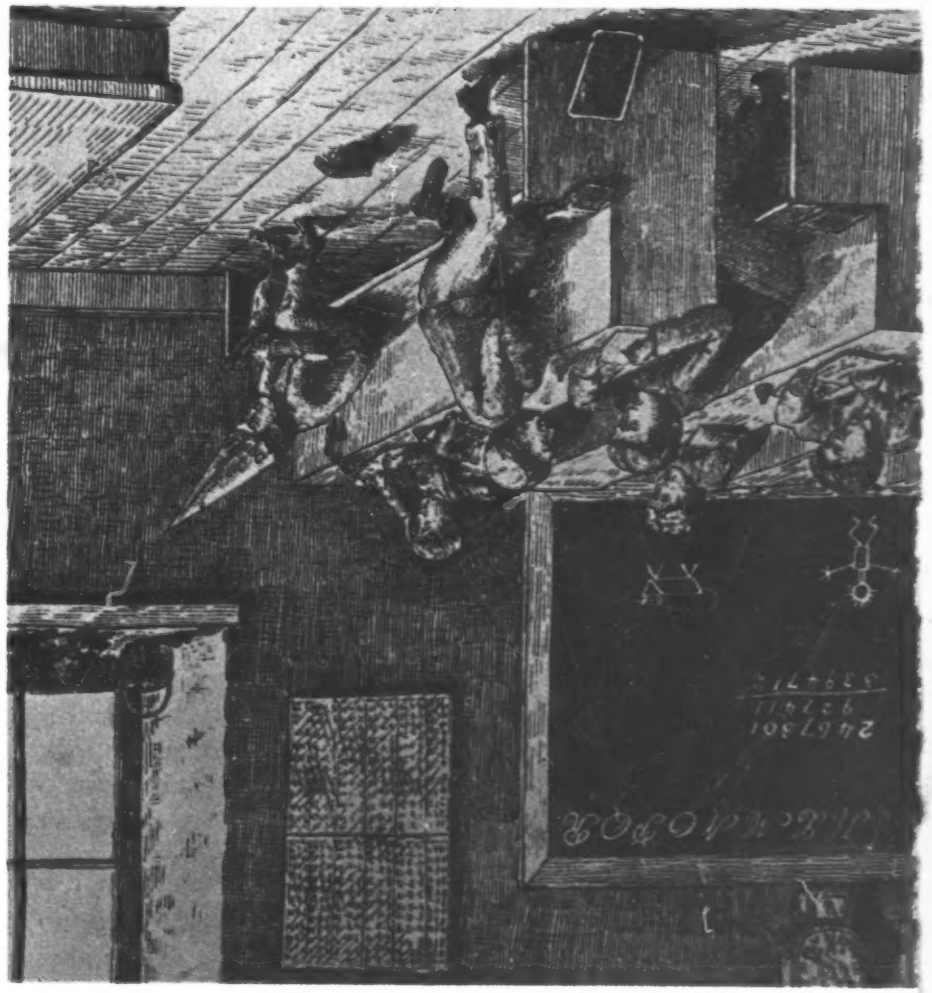
Location and size of high schools: The district is organized to maintain one or more high schools which, to the maximum extent possible, are sufficiently large to provide well-rounded programs, and are located within reasonable transportation distance of the pupils. This factor will also be applicable to elementary school organization.

Instructional staff utilization: The district is organized to maintain schools, at reasonable per pupil cost, which can make effective use of the teaching staff, so that teachers are not assigned to teach unnecessarily small classes or are assigned courses outside their fields of preparation.

Staff specialization: The district is organized to include, where possible, a sufficiently large pupil population to provide at reasonable per pupil cost: (a) the specialized personnel, such as guidance counselors, speech therapists, and librarians, needed to supplement and support the work of the classroom teachers; (b) specially trained teachers to staff special classes for handicapped children, and (c) the specialized administrative, supervisory, and service personnel who function on a district-wide basis.

Financial equitability: The district is organized to eliminate unjustifiable differences in the market value of real property per pupil and to obtain maximum equalization of





the local tax base for support of the educational program.

Adjustment for population sparsity: The district is organized to minimize effect of population sparsity on district adequacy. The effect of sparsity can be mostly overcome by making the area large enough to include two or more villages or a city. Although imposing much greater limitations on district size, extreme population sparsity can be compensated by making the district areas sufficiently large to include as many pupils as conditions permit.

Socio-economic and ethnic composition: The district is organized to include all socio-economic and ethnic groups that may be logically included in it. Although relevant everywhere, this factor is especially significant in metropolitan suburbs in preventing unreasonable imbalances in income groups and racial composition.

Citizen participation. The district is organized in accord with the principle of local operational control, so that its size will not hinder meaningful and effective citizen oversight and participation.[26]

In a study conducted for the Georgia State Board of Education, W. D. McClurkin[27] identified criteria of a good school system and of good schools within a school system.

A school system must be large enough to provide a full range of educational services and a qualified staff. This means 15,000 to 20,000 pupils in most systems, with a minimum of 10,000.

Operations must be efficient and economical. This means control of all educational services by one local board of education.

All schools and the administrative offices must be accessible to the students they serve.

The school system is governed by a nonpartisan lay board, elected at large by popular vote.

Elementary schools should have about three sections per grade.

Enrollment in elementary schools should be from 500-700 pupils.

Senior high schools should have 100 students in grade 12.

Three times as many units should be offered in high schools as are required for graduation.

The aforementioned studies and all others which have come to the attention of the Commission identify specific school system features toward which the people of a state or of a school system should work. While the criteria differ slightly from one report to another, there seem to be these areas of agreement.

A school system should offer a comprehensive curriculum at all levels so that all students, regardless of their capabilities, can receive appropriate educational experiences.

A school system should include enough tax resources that it can make the necessary local contribution to financial support for the schools.

A school system should be of such size that schools are convenient to those they serve without undue transportation problems.

The school unit should be of a size and organization that the principles of local control and citizen participation can be functional.

The school system should be of sufficient size in population that all of the above characteristics can be achieved in an economical manner.

The Commission feels that North Carolina school units should be judged against such criteria. Probably no school unit can completely measure up to such standards, even though the standards are realistic. When measured against any list of standards, school systems will meet each of the criteria to varying degrees. The important thing is that there be criteria which each school unit meet in order to justify its existence.

As has been discussed earlier in the report, North Carolina's rankings among the states is not an enviable one. While such rankings tell only a part of a story, this part of the story is significant. By most standard measures upon which school units are judged in the nation, North Carolina ranks near the

bottom. Massive efforts need to be undertaken in order to provide a better opportunity for the State's young people. Part of the massive effort must be structural reorganization at the local level as well as at the State level. The recommendations in the following section provide some beginning steps that need to be taken.

The Recommendations

Determination of Criteria

There should be qualities of geographic or sociological uniqueness, school financial support characteristics, or curriculum features that make it necessary or desirable to have a particular area and population served by a school administrative unit. The size of school administrative units should not be confined by political boundaries or limited to local tradition if these two factors no longer serve as reasons for maintaining schools.

84. The Commission recommends that the State Board of Education adopt, with the full utilization of citizens' advisory councils and all other concerned groups, specific criteria to which all school units in North Carolina must adhere in order to qualify for recognition as a separate school administrative unit. (See Recommendation 85.)

Such criteria should be developed by the State Board of Education only after an ample period of study. Once school units are made aware of the criteria, a period of time should be allowed in which school units can meet them. After such time, the State Board should have the power to withhold State funds for the support of education from those units that have not taken appropriate steps to meet the criteria.

Size of School Systems

North Carolina has many school administrative units that do not have a justifiable basis as to the number of students served. Although North Carolina has made significant progress in administrative unit mergers, much effort is still needed to insure sound use of the State's money and quality educational programs. Seventy-three of the today's 157 units enroll fewer than 5,000 students in grades 1-12. Many authorities state that a minimum enrollment of 15,000 is needed to provide economically the kinds of educational opportunities described in this report. The merger of small units must receive high priority if every child is to receive a strong and effective instructional program and if maximum utilization is to be made of limited resources.

85. So that North Carolina can provide economical and effective schools, the Commission recommends that the State adopt the county as the basic school administrative unit. Merger of city units with county units and, where necessary, merger across county lines should be accomplished in order to achieve sound educational programs. The State Board of Education should be empowered by the legislature to develop criteria for such mergers, taking into account geographic conditions and other relevant factors. Merger should be accomplished as speedily as local conditions permit.

The reorganization of schools can be accelerated if certain conditions prevail. The most important conditions are those of establishing realistic objectives through State level leadership and adequate consultative services to provide help in reaching such objectives. Small city units where no extra funds are provided should be merged with larger county units. The county unit should be the basic district around which school units are structured. Individual city units serving large, varying urban groups may serve a purpose where citizens elect to make exemplary efforts in financial support. However, it is likely that rapid urbanization in the State will decrease the difference between urban and rural communities and increase the pressures for merger into larger school units.

The public can understand the many limitations of the small school unit, the advantages of a more comprehensive plan for organization, and the growing complexity of effective school programs. Movement towards merger will require knowledgeable leadership by citizens, effective professional administration, and large scale involvement of the lay public.

Current statutes appear to be adequate to accomplish effective reorganization of local school units if sufficient leadership is provided to effectively implement the legislation.

The State Department of Public Instruction, through statewide leadership and regional service centers, should exert greater leadership in working with local boards and professional and lay groups in discussion of and planning for merger. The regional service centers should encourage the merger of services and provide such services across county and city unit lines. Patterns for such services are already developing through transportation, multi-media services, in-service education, etc. Psychological and testing services, health services, educational TV, and other specialty services are examples of new and expanding opportunities in this direction.

The State Board of Education should be adequately informed as to progress and current status of merger in small units. The Board should carry on a dialogue with local boards and advisory groups. A climate for school improvements would thereby be fostered and the positive aspects of change could be better understood.

Local Boards of Education

The local school board is the key to strong local administrative units. Yet through the years, national and state legislative and funding procedures have centralized some functions which were formally local ones. Currently, there is grave danger of losing the local board of education as a strong, effective organ of local government. This trend must be reversed if North Carolina schools are to enjoy the support and interest of the citizenry. All concerned should work toward enrolling the local school board to serve as a dynamic body in the operation of a strong program of public education. The following are examples of how this might be accomplished:

> The decision-making process should be as close to the people as possible. No decisions relative to education should be made at the State level which can better be made at the local level.
>
> State leadership should encourage and plan with local boards to the end that each board is educated as to its vital role and kept informed as to its responsibilities.
>
> Decisions and administration at the State level should be as general as possible, allowing the local board as many specific decisions as possible and the responsibility for implementation of policies and programs.
>
> Training programs and leadership workshops should include the cooperative attention of school board associations, the State Board of Education, universities and colleges, and other government and civic agencies.

There should be a uniform method of selecting local school board members in North Carolina. Such an effort, if tied to the above suggestions, would increase the leadership capacity of local boards.

86. The Commission recommends that the General Assembly enact legislation that requires all members of local boards of education be selected by the people in the school administrative unit they serve. The election should be on a non-partisan basis for terms of four to six years, with approximately one third of each board's membership elected every two years. Local boards should consist of five to nine members.

Local boards of education should be the only policy-making, legally constituted body responsible for all public education within their respective administrative units. The State Board of Education and the State agency should function through the various local boards and should involve local boards in the decision-making process.

Decisions relative to programs, personnel, finance, and educational services should be made by a well-informed, active board of education; and the administration of these decisions is the responsibility of the board through its appointed executive officer, the superintendent of schools.

Summary

The Commission has presented extensive recommendations for unification of the structure for public education based on a three-phase cycle of school program development, establishing goals, developing policy, and implementation of programs.

The Commission has suggested the need for greater clarity in determining responsibilities in this effort. It has attempted to create a more unified structure by the following recommendations:

A statewide structure for citizens' participation in educational decision-making.

A modified role in public education for the General Assembly.

A stronger role for the State Board of Education in establishing education policy.

A new role for the Superintendent of Public Instruction who would be appointed by the State Board of Education.

Greater coordination of the efforts of the Controller, Department of Community Colleges, and the State Department of Public Instruction.

A modified role for the Department of Public Instruction through the establishment of regional education service centers.

Establishment by the State Board of Education of criteria which must be met by each school administrative unit.

Merger of local school systems as speedily as conditions permit.

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[9] N. C. Gen. Stat. §§ 115-300 through 305.

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[11] N. C. Gen. Stat. § 115-15.

[12] N. C. Gen. Stat. §§ 115-16.

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Chapter 14

Attracting, Assigning, and Utilizing Personnel

Future education pictured as a child sitting in front of a television screen or communicating with a programmed computer suggests the absence of an actual teacher in the scene. Yet, as pointed out in the Governor's Conference on Public School Education, teachers are the very heart of any school system. Indeed, the evidence is abundant that, as other functions become obsolete in the wake of automation, the functions involving teaching children and youth are becoming more necessary. People need the attention of other people more than ever before. Currently, teachers and pupil-teacher relationships represent a critical line of defense for the advancement of a democratic society.

Why then do not more capable young people enter the educational profession? Why do so many teachers leave teaching after a year or two of service? Why do communities have difficulty in finding competent leadership?

Current Status. There are many reasons for the state of affairs. The Commission believes the following are among the more relevant ones.

Competition for intelligent, highly educated people is keener than ever before. A person who is capable of completing the college science education program is likely capable of completing the program leading to a medical degree; the person who completes the mathematical education program is likely to have several offers from business and industry. Shortages of this type person exist in all occupations requiring professional and managerial help. Salary scales in the teaching profession start too low, advance too slowly, and peak at a low level too quickly. Fringe benefits are not nearly as common in teaching as in other professions. Working conditions are poor by comparison to comparable jobs. A majority of the teachers of North Carolina ranked poor working conditions ahead of low salaries in 1967-68 as a major source of dissatisfaction.

Teaching in the public schools is performed primarily by women in the elementary schools and by men and women in the secondary schools. Brief descriptions of several sub-groups

within the teaching profession may be helpful in analyzing the problem of attracting and assigning personnel to this field.

Young Men and Young Women Entering Teaching. Teaching is a socially acceptable occupation for an initial job entry and one which offers upward social mobility. Beginning salary considerations may be one of several factors, such as attractive community locations, teaching with friends, summers away from the job. Young men may want to move upward towards higher levels of recognition; young women may consider it as a job between graduation and marriage.

Women Putting Husbands Through. Many women are helping husbands provide a family income through the first few years of getting established in business or the professions. In many cases, wives' salaries enable husbands to complete their education, especially for professions involving longer than usual years of training.

Career Men and Career Women. Some men stay in teaching and go up the responsibility ladder by assuming additional assignments on grade levels, in subject-matter departments, and after-school or summer activities. Other men enter supervisory or administrative posts at the school. For most of these men, their salary is the chief family income. Single career women (unmarried, widowed, or divorced) may or may not take on such additional responsibilities as described above; usually their salary is their chief source of income.

Married Women (with families) Who Teach or Return to Teaching. These women have taught during child-rearing or have returned to teaching after their children are in school or away from home. Their husbands often are among the successful men in the community. Usually their teaching salaries constitute a secondary source of family income. For them, working conditions are likely to outweigh salary in the scale of values.

The teaching profession will undoubtedly continue to rely heavily upon persons in the first two categories noted above. These people bring youth, optimism, and fresh outlooks to the profession. In a few years the young women in this group will be the source of supply for the fourth category. Traditionally, it has been the mature married women who have constituted much of the stable, capable core around which effective school staffs are built, especially in elementary schools.

In order to attract and retain competent people in the teaching profession in the future, the Commission considers the following steps as imperative:

One, steps must be taken to insure that teachers and other school personnel are guaranteed at least average living standards; that they can provide for their own needs and their families. Men, especially, must consider the financial factor in choosing and remaining in the teaching profession.

Two, steps must be taken to insure that teachers and other school personnel are assigned to do the jobs they are trained to do. They should be relieved of time-consuming chores that have little to do with teaching and learning. They should be assigned reasonable teaching loads.

Three, steps must be taken to insure that those who are competent are rewarded accordingly; and that those who are incompetent are discouraged from entering, or remaining, in the teaching profession.

The Commission believes certain realities must be kept in mind in considering just how to go about achieving these steps:

The State cannot and should not continue indefinitely to attempt to reduce class size and at the same time to staff every classroom of twenty-five or thirty students with a fully certified, highly qualified teacher. It appears unrealistic to assume that the nation can provide two million or more such teachers, or that North Carolina can provide its proportionate share of that number. The demands from other jobs for this type person are growing faster than the supply. The professional teacher should assume a new role allowing more specialized personnel to assume some of the traditional duties of teaching. This point will be elaborated upon later in the chapter.

It is neither educationally wise nor economically feasible

> to continue to base salary scales solely on the two lock-step factors of training and experience. A recent random sampling of teachers in North Carolina disclosed that only 27 per cent favor basing salaries solely on these two lock-step factors.[1] Past efforts to introduce merit pay as a factor have met with little success. Yet, there are other factors that can be considered in salary decisions. Some suggestions for such changes will be outlined later in the chapter.
>
> It is neither educationally wise nor psychologically sound to continue to look upon the teaching profession as essentially an occupation for women. In North Carolina, as of 1967-68, men constituted only 22 per cent of the teaching force, whereas the average for the nation was 32 per cent. Other states ranked between 40 per cent and 19 per cent.[2] There are few men in the elementary schools of North Carolina. More men should be attracted into teaching positions.

In order to increase to any great degree the supply of teachers, efforts must be continued to attract to teaching a reasonable share of female college graduates. Efforts should concentrate even more heavily upon attracting men and mature, married women. Women will return to teaching in greater numbers if general working conditions are improved, more flexible certification and renewal policies are inaugurated, and more flexible teaching arrangements are provided.

But what about men? How to attract and hold a greater supply of able men into the teaching profession constitutes one of the most difficult problems facing communities.

The Dependency Allowance. The so-called dependency allowance, whereby a given teacher is advanced in salary at a stated rate for each dependent, has been attempted a few places as a means of getting more men in the profession. It has been utilized for generations by the military services. It has the added advantage of not discriminating against women —and many single women have dependents.

A Commission survey was conducted to discover whether or not a version of the dependency allowance would be acceptable to North Carolinians.[3] Although North Carolina teachers were only mildly opposed, the issue—investigated by a newspaper poll addressed to the public—received an almost total opposition response. These findings and informal conversations with persons across the State indicate that North Carolinians do not accept the concept of the dependency allowance at this time.

Merit Pay. Many merit pay experiments have been conducted throughout the United States over the past three decades. The first of three such studies in North Carolina was made in compliance with Joint Resolution Number 22 of the 1945 Legislature. Another was made in 1947 upon the recommendation of Governor Gregg Cherry. A third, and far more extensive, study was conducted in three pilot centers (Gastonia, Martin County, and Rowan County) during the years 1960-64.

The Commission which conducted the 1945 study concluded that it had been unable to find an instrument for measuring teaching efficiency which could be accepted as valid for determining salaries. The State Education Commission of 1947, which published its findings known as the McCall Study, concluded with these words:

> This research failed to find any system of measuring teacher merit which the writer is willing to recommend be adopted as a basis for paying the salaries of all teachers. This study did establish that the existing system is of little value if salaries should be paid on merit, and the system of merit rating by official supervisors which the State was considering for adoption is of no value.[4]

The Teacher Merit Pay Study of 1960-64, issued by the State Department of Public Instruction in 1965, reported two chief findings as follows:

> A uniform, statewide program of merit pay is not feasible nor practicable at this time.
>
> A merit pay program at the local level appears possible under a number of provisions deemed necessary for its

success, according to the findings of this experimental study.[5]

In most cases, the number of provisions deemed necessary for its success do not exist at this time. Formal merit pay procedures might run into even more difficulties if applied at the local level than at the State level. Even if it were possible to arrive at an objective, valid way of measuring teacher effectiveness, there are other factors which mitigate against the utilization of merit pay in local school units. For instance, which superintendent wishing to hold his job will deny mediocre Mrs. Doolittle—whose husband is the most influential man in town—merit pay?

Why is it difficult to evaluate the effectiveness of a teacher so that merit can be financially rewarded? At the risk of oversimplification of a complex problem, at least three reasons are apparent.

In the first place, even the most competent teachers are not equally effective with all students. Students come to school with widely varying backgrounds, abilities, and attitudes which affect learning in the classroom. Further, teachers and pupils relate to each other with the same likes and dislikes as other humans do. In the second place, the results of what a teacher does or fails to do is measured in terms of a lifetime. Excellent teachers may be unappreciated by students until the students are older. In the third place, much depends on the situation. One uncontrolled child can upset a class. A few bright, eager students can spark a class and make an average teacher appear very skillful. Some teachers may be more successful with various types of learners and lack success with others. And as for measuring learning, students in a middle-class community will learn far more despite poor teaching than students from a deprived environment with a very competent teacher.

But aren't some teachers ineffective under any circumstances? Aren't some worth their weight in gold? And can't any sensible principal, or student, or parent distinguish between them? Yes, on all counts.

The top 10 per cent of any given faculty can be recognized as to competence. They are excellent teachers with most students under most circumstances. Most principals, fellow teachers, students, and parents can reach reasonable agreement on the 10 per cent of the faculty who are least competent. Some of them are beginners; some have been reasonably effective in past years; and some have been mediocre all along. Objective rating scales do not identify these persons, but multiple subjective evaluations do.

The most competent teachers (the upper 10 per cent) should utilize their competencies fully and be rewarded accordingly. This can be accomplished without going through merit rating procedures.

The middle 80 per cent of any faculty are probably reasonably effective in most situations with students. There are some who are conscientious volunteers for extra responsibilities. There are others who don't want to be involved with such duties. The former should be rewarded financially for extra duties performed. Essentially, remuneration for this group should be based on current factors of training and experience.

There is no ideal solution for adjusting salaries for the least competent 10 per cent. Some will resign by self-initiative or request. Some will remain until retirement and the problem becomes one of assigning them. A closer look should be taken at entrants into the profession in order to identify potential failures as early as possible; hence, the recommendations in this chapter for probationary and provisional certificates for beginning teachers. Poor teachers will be employed as long as the law of supply and demand operates and as long as North Carolina does not meet the competition for the excellent teachers available.

New Roles for Teachers

How can competence be rewarded and lack of competence discouraged? How can schools utilize effectively teachers in healthy, wholesome teaching and learning situations? Fortunately, social expediency and psychologically sound procedures happen to coincide at this point. There are solutions.

In order to utilize effectively the talents of all teachers, the roles of teachers in North Carolina should be redefined. Schools should move away from the egg-crate concept of teaching. Such a concept of teaching is based on one class in one grade, or for one subject. This concept of teacher function represents an out-of-date standard for teaching. Such a statement may not be readily accepted in some quarters. For generations schools have placed the younger child with just one teacher and the teacher has had a self-contained classroom in order to get to know his youngsters. Educators who endorse such an arrangement do so on the basis of philosophy, not on the basis of research. The results of research in the areas of class organization, size of class, and teaching methods are highly inconclusive.

There appears to be no one best method for teaching anything. Much depends on the individual teacher and the situation in which he or she is working. Generally, those methods which actively involve the students in one way or another, which appeal to several of the senses simultaneously, work best for most students in most subjects with two provisions. These provisions are that the subject matter is perceived by the students as relevant to their needs and that it is geared to their individual levels of development and understanding.

Just as there are few athletes who are equally competent in several sports, there are few teachers who are equally competent in several subjects. Further, there are few who are equally competent in utilizing various methods of teaching. Some teachers are more adept at one method of teaching than another; some subjects lend themselves better to one combination of methods than another. Quite obviously, any teacher will emphasize, consciously or unconsciously, those things which he knows and likes best.

87. The Commission recommends that the concept of team teaching be encouraged in North Carolina schools at all levels in order to utilize teaching talent and skill to provide the best possible instruction for all pupils.

Each school principal should be free to plan with the staff and utilize each teacher to the fullest advantage. Self-contained classrooms at the elementary level or departmentalized instruction at the secondary level should continue only as useful. However, team teaching seems to represent a logical organizational scheme for most teachers and most subjects, as illustrated below.

> As stated earlier, the influence of better teachers should be spread, and the particular competencies of less qualified teachers should be utilized. Thus, in older buildings team teaching might be utilized by cutting doors between rooms, making a fully qualified teacher responsible for fifty or sixty youngsters, and providing assistance with two or three teacher aides.
>
> In other instances, team teaching might involve a team leader, two or three additional teachers, one or two teacher aides, and two or three interns. Such an arrangement

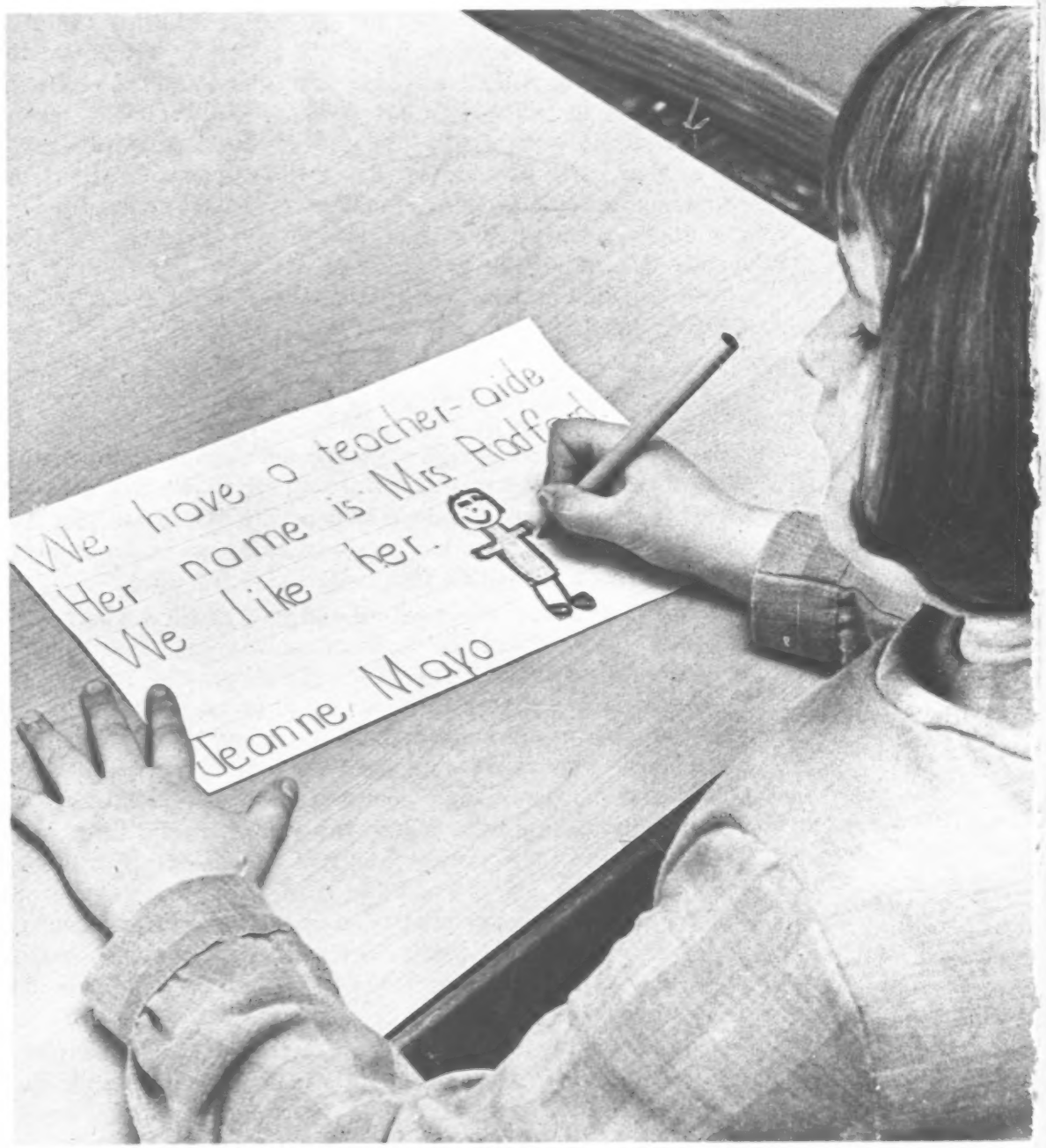
would allow each member of the team to utilize more fully his subject matter and method competencies. It would encourage the correlation of different facets of the same subject or related areas of different subjects, thus emphasizing the inter-relatedness of knowledge. It would allow the utilization of many different methods of teaching—from lecturing to or using films with 150 students, to group discussions by 15 students, to individual tutoring, to independent study. (This sounds like a panacea. It isn't. The effectiveness depends, as always, on the individual members of the team, their abilities to plan and work together, and the materials and equipment with which they have to work.)

Differentiation of Staff

88. In order to utilize the competencies of teachers and other instructional staff members more fully, to remunerate them accordingly, and to increase efficiency of instructional personnel, the Commission recommends staff be differentiated such as the following:

Aides
Educational Technologists
Teacher Interns
Probationary Teachers
Provisional Teachers
Professional Teachers
Senior Professional Teachers
Instructional Specialists

Aides. This category should remain flexible as to training required, duties performed, and remuneration received. Each local situation is different. Therefore, each superintendent should employ and utilize those individuals needed to make his school function more effectively. In general, this category would include: high school seniors who are planning to become teachers (see explanation below); others in the community who possess special competencies needed in the schools; and students in teacher training programs.



Educational Technologists. This category should remain generally flexible as to training required, duties performed, and remuneration received. As envisioned by the Commission, however, the position of the technologist would require training beyond that of the aide. The community colleges of North Carolina might perform needed training resources for educational technologists. For instance, one-year courses might be established for those technologists who plan to specialize in services related to aids, libraries, and classrooms. A two-year program might be established for those who plan to assist in such areas as health, physical education, guidance, and other work requiring some sophisticated knowledge of human behavior.

Teacher Interns. These persons would be those who are in the final stages of completing the undergraduate college program, but who have not completed the student teaching program and/or have not fulfilled other professional education requirements. They would work as members of teaching teams under the direct supervision of the instructional specialist.

89. **The Commission recommends that, in instances where interns are fulfilling requirements for the professional certificate, they be granted the certificate after one year upon the recommendation of the instructional specialist and upon approval by the superintendent of schools and the degree granting institution.** Individual interns not so recommended might be dropped from the program or moved to probationary status for an additional year of observation and training.

90. **The Commission recommends that those interns in fifth year programs working toward the master's degree and completion of the requirements for what is now known as the G certificate be judged on individual merit after one year in intern status.** A few interns might be granted the provisional certificate for additional training; others might be awarded the professional certificate; and the exceptionally capable ones might be awarded the senior professional certificate.

91. **The Commission recommends that interns receive remuneration based on one-half the pay for the beginning teacher at the provisional certificate level.**

92. **The Commission recommends that interns be utilized for one-half time in actual teaching assignments and that one-half time be spent in fulfilling the degree and certification requirements.**

Probationary Teachers. This classification is recommended for the person who has completed four years of college, but who has not completed the professional education requirements or who has not completed the academic requirements for professional or senior professional certification. This teacher would work under the supervision of the instructional specialist. He might move to another level of certification after completing such requirements, with the provision that a maximum of three years in the probationary classification be allowable. If the person involved does not give evidence of being a successful teacher after three years, professional certification should be denied.

Provisional Teachers. The person holding the provisional certificate would be the teacher who has met the requirements for entry into the profession at the class A certificate level. The holder of a class A certificate is a person who has met all requirements of the State for a regular teaching position, based upon the completion of four years of college. This beginning teacher might be assigned responsibility for a class, but hopefully with a reduced load. Preferably, he would obtain experience as a member of a teaching team. In either event, he would be helped and guided by the instructional specialist in the given teaching area, by consultants in the local units, and personnel assigned from teacher training institutions. Movement from the provisional status to the professional status might come after one year upon recommendation of

the instructional specialist and approval by the superintendent of schools and the degree granting institution. Three years should be the maximum allowable time at this level. If the person involved does not give evidence of being a successful teacher after three years, professional certification should be denied.

Professional Teachers. This should be the beginning level of full professional certification. It would be based on successful completion of the requirements now designated for the A certificate, plus successful completion of the provisional requirements noted above. The time is fast approaching when a minimum of five years of academic work beyond high school should be required for a full professional certification.

93. The Commission recommends that as soon as practicable the requirements for the professional certificate be raised to a minimum of five years of academic work, and the senior professional certificate to six years.

Senior Professional Teachers. In general, this category would include teachers with professional qualifications now required for the G certificate. A class G certificate indicates the teacher has completed a fifth year of formal work and holds a master's degree. However, conversion to the new rank would be on the basis of criteria to be worked out by the State Board of Education according to a recommendation appearing later in this chapter.

Instructional Specialists. This person would be a fully certified teacher, at either the professional or senior professional level. The position would not be based on seniority, but upon general professional competence and leadership qualities. He would perform such functions as team leader, department head, leader in curriculum development, and supervisor of student teachers and/or interns. The position would be held on a yearly basis, and appointment to it would be made by the superintendent of the school administrative unit.

Hopefully, the proposed steps would open both ends of the teaching profession for advancement on the basis of quality. The most competent 10 per cent would qualify for the Instructional Specialist category. Those entering the profession would become qualified before being granted full professional status. For the large majority of teachers, the A and G certificate holders who would be considered for professional and senior professional status, the following recommendation would apply.

94. The Commission recommends that A and G certificates be maintained for the present and that conversion to new ranks be made on the basis of criteria to be worked out by the profession and the State Board of Education.

Legal Status of Student Teachers, Interns, Aides, and Technologists. Student teachers have taught in the schools for generations. More recently, some schools have added interns and aides. The above recommendations, when implemented, would vastly increase the numbers of people in various categories who would function in direct contact with children. It is imperative that legal protection be extended to those persons other than fully certified teachers who are working with pupils on a regular, systematic basis. No such protection exists now, even for student teachers.

95. The Commission recommends that the legal status of those personnel similar to teachers, such as student teachers, interns, aides, and technologists, be defined.

Levels of Certification

In North Carolina, a teacher is either certified as an elementary or secondary teacher. In many places, and notably in the cities of the State, the 6-3-3 plan of school organization or some variation thereof has been implemented. Such a plan provides for six-year elementary schools, three-year junior high schools, three-year senior high schools. The junior high

school employs teachers who have either been trained for elementary or for high school.

This half-swan, half-goose situation has placed the junior high school in an untenable position as far as teaching staff is concerned. In the first place, most elementary teachers prefer to be in the lower grades and most secondary teachers prefer to be in senior high schools. Most importantly, there is no State recognition of the training designed especially for teaching young adolescents who are in one of the most critical periods in growth and development. Developmental rates of students in a given grade level are extremely varied, making a broad knowledge of behavior patterns of given age groups necessary.

96. The Commission recommends that teaching certificates be aligned as follows:

a. The Early Childhood Certificate. This certificate would indicate that the holder is qualified to teach in the grades kindergarten through 3.

b. The Intermediate Certificate. This certificate would indicate that the holder is qualified to teach in grades 4 through 9.

c. The Secondary Certificate. This certificate would indicate that the holder is qualified to teach in grades 9 through 12. (It is necessary to place this certificate beginning at grade 9 because grades 9-12

are generally recognized as the high school in North Carolina.)

The Commission does not propose to spell out the specific requirements for each certificate; it does recommend that special attention in certification be given to certain particular aspects of the training that should be required.

The Early Childhood Certificate. Training for this certificate should emphasize growth and development during the childhood years from five through eight. The teacher should have training in art and music, plus more general education in academic areas. In teaching, emphasis should be placed on the ability to teach communication skills, especially reading.

The Intermediate Certificate. Training for this certificate should emphasize growth and development during late childhood and early adolescence. The teacher should possess eighteen or more semester hours of work in a given academic discipline, with work in related areas.

The Secondary Certificate. This certificate would remain at the present requirements standards for the various subject matter areas. In the professional education area, more emphasis should be placed on various team teaching approaches to learning.

Personnel in Special Categories. The State Board of Education has established special categories of certificates for superintendents, principals, supervisors, and specialists of various types. Generally speaking, the requirements for these certificates appear reasonable and sound. Other than a cursory examination, the Commission did not study the requirements for these special certificates. Neither did the Commission find dissatisfaction among professionals regarding these requirements. Therefore, no recommendations are offered for changes in the certification requirements of these special categories of professional personnel.

Multiple Approach to Initial Certification. Most school superintendents over the State are concerned that qualified people are available for teaching and have difficulties in meeting certification requirements. No longer is the course-name and hours-counting approach to certification suitable. Yet, in implementing present policies, the Division of Certification of the State Department of Public Instruction is confronted with inconsistencies, inequities, and inflexibilities. For example, at present only limited reciprocity of teacher certification among states is possible, yet state boundaries do not determine adequacy of teacher preparation. Also, little provision is made for persons with irregular patterns of preparation—college professors, retired military personnel, technical persons, foreign educated teachers—who have expert knowledge but who lack professional course work in education to become certified as public school teachers. Thus, North Carolina schools are denied the opportunity of utilizing these types of people.

97. The Commission recommends that more liberalization and flexibility in licensing teachers be effected through four approaches to certification:

a. Automatic certification for graduates of Approved Programs of Teacher Education who are recommended by their institutions.

b. Automatic certification for graduates of NCATE (National Council for Accreditation of Teacher Education) schools who are recommended by their institutions.

c. Certification by the State Department of Public Instruction of individuals on the basis of present certificate requirements although they were not prepared at NCATE schools or those having approved programs.

d. The initiation of pilot programs to determine certification by the State Department of a person without the usual preparation experiences who has fulfilled the requirements established for him individually by a particular school administrative unit and the State Department of Public Instruction.

The first three approaches reflect modifications and extensions of present policies and practices. The fourth approach represents a decided change in certification. This plan permits a school administrative unit working with the State Division of Certification to plan and supervise an individualized preparation program for persons who could not meet existing certification requirements. Each program would be tailored to an individual's needs and might take many forms: course work, independent reading, supervised practicum, workshops, etc. Satisfactory completion of the individual program would make a person eligible for certification. This approach must be on a pilot basis, since many school administrative units are not yet equipped to take over the function of planning and supervising individualized programs of preparation. Liberalization in certification is necessary, but it is imperative that it be achieved without sacrificing the quality of teaching which present standards seek to insure. Implementation of multiple approaches to certification could achieve the goal of providing qualified personnel with a variety of experiences and training.

The National Teacher Examination (NTE). At the present time, all persons wishing to be certified in North Carolina are required to take the National Teacher Examination, a test administered by the Educational Testing Service. From 1960 until 1963 candidates for certification were required to take the exam, but results did not affect certification. Based upon an analysis of these test results, the State Board of Education established minimum scores on the Common Examination of the NTE as a requirement for various certificates, effective July 1, 1964. No requirement was set for scores on the Teaching Area Examination, the other part of the NTE. Since that time all school personnel applying for a new, improved, or changed certificate have met certain minimums. Scores of the NTE are used only for certification and are not used in determining salary.

In 1966 the State Board raised the required score on the Common Examination and added the requirement of a comparable score on the Teaching Area Examination. James C. Wallace reports the results of the State's effort to upgrade teachers through the use of an objective examination, the NTE. He indicates that as a result of this effort there will emerge eventually a corps of competent and fully professional teachers for the State's public school system.[6]

Some assessment of a person's preparation to teach is desirable, but no single test exists which evaluates this preparation to an exact degree. A positive correlation has been shown between marks in student teaching and later teaching ability. In short, there are so many variables in the process of teaching that the only positive relationship is found between actual practice in teaching and later teaching. On the other hand, the National Teacher Examination indicates to some degree the general academic level of the person taking the test, thereby assuring a minimum standard of academic qualification for each teacher certified to teach.

The National Teacher Examination has lost usage nationally due to some factors mentioned above, its widespread disfavor among teachers, and its possible ethnic bias. The best possible test of teaching ability is success in actually doing the job; nevertheless, the National Teacher Examination, or some reasonable substitute, should not be discarded entirely.

98. The Commission recommends that the National Teacher Examination—or a similar test—be continued for initial certification in North Carolina. The test which is chosen should be administered prior to the student's acceptance into the teacher training program.

99. The Commission recommends that no test be required for the changing of a certificate to another level or another field.

Certification by the Profession. Education is the only occupational field viewed as a profession which has failed to exercise the right of, and to assume the responsibility for, self-discipline. The profession has lacked initiative in seeing

that persons entering teaching are well-trained; that they continually upgrade their proficiency; and that they are removed when they are incompetent or unprofessional. Thus, traditionally, the functions ordinarily assumed by a profession have, in education, devolved on the State.

100. The Commission recommends that North Carolina enact a Professional Practices Act providing at first for joint State-professional control and resulting eventually in professional control with residual State authority. This act should establish a board composed of both professional and lay citizens to assume responsibility for setting standards for attracting, training, certifying, advancing, and disciplining professional personnel in education.

Attracting Additional Educational Personnel

The Commission believes that the attention of the State Department of Public Instruction, schools and departments of education, school administrative units, and the local schools should be directed toward developing ways by which manpower needs of the schools can be effectively and efficiently met in the State. Much of this chapter has been devoted to this aim. Certainly, to the extent that working conditions are improved, competence is recognized, and salary scales are competitive, more young people will look toward teaching as a career. However, there are additional steps to be taken as outlined in the paragraphs which follow.

High School Student Teacher Aides. It has been a practice for high school students preparing to enter various trades and industries to receive on-the-job training while in high school. Why not future teachers? The person aiding in a given subject and the person being aided will benefit. The benefits in developing attitudes of service to others (a vital one in society) are obvious. Will the student aide fall behind in his own studies? The findings of a recent study conducted in New York utilizing older students as reading instructors are relevant:

> It is clear from the findings of these studies that to be effective, tutors do not need 12 years of formal education and extensive training in reading pedagogy. Nor need they be highly successful in their own school work. The average high school student can learn to be an effective tutor.
>
> Contrary to expectations, high school tutors are effective with pupils who are severely retarded in reading. These are youngsters who, because of their unsatisfactory progress in school, have come to expect ridicule, rejection, and continued failure. Teachers tend to regard these children as a burden and are reluctant to spend class time in an attempt to teach them the basic skills that they failed to learn in earlier grades. In a tutorial situation, where emphasis is placed on individual attention and basic skill training, these youngsters can make substantial progress in reading.
>
> Clearly, the major impact of the tutorial experience was on the tutors themselves. This finding has implications both for education and for youth employment. Tutorial programs not only can provide older youth in a low income area with gainful employment, but can serve to upgrade their academic skills as well. Indeed, the high reading gains made by tutors, many of whom were reading far below grade level at the beginning of the study, raise the intriguing question of whether high school dropouts might be successfully employed as tutors, not just to help underachieving elementary school pupils, but to improve their own academic skills.[7]

The above findings will not come as a surprise to the beginning teacher whose frequent comment is, "I learned more subject matter during my first year of teaching than I learned in four years of college." However, the utilization of high school students as teacher aides will represent a radical departure from current practices.

101. The Commission recommends that experiments be conducted in North Carolina to determine the academic effects on both student aides and those receiving help.

If no deleterious academic effects are discovered on either student aides or those being aided, the State Board of Education could grant academic credit for student aides on the same basis as is now granted for other work-study programs.

Men for the Elementary Schools. A chief concern of psychologists and other students of human behavior has been the fact that many boys are growing up without the influence of male models. Contacts between fathers and sons may be extremely limited, even in those families where there is a father in the home. Leading psychologists have claimed that the absence of a male model representing authority and consistency is the root cause of many behavior problems of boys —from mental illness to juvenile delinquecy. Further, psychologists claim that girls are also inhibited in healthy emotional growth by the absence of adult males—although the effects are not as overt as for boys. There is well-documented evidence that stammering, reading retardation, and other indications of emotional trouble are four times as prevalent among boys as among girls, especially in the early school years. A much higher percentage of boys repeat grades compared to the percentage of girls repeating. If able men were available in the school environment, boys might identify with them and

their expectations for successful performance. Also, boys could experience understanding and assistance from men as well as women.

How can schools attract more males as leaders of children during their crucial years of development? The most immediate solution would be through attracting males to the elementary grades as instructional specialists. Physical education, of all categories, provides numerous men in the teaching profession. Most of these men represent wholesome models for youth. A male physical education instructor who has had additional training in guidance and child growth and development might provide the following benefits.

> First, he might develop in all boys and girls physical fitness and skills necessary for living in modern society.
>
> Second, he might serve as an example for all boys and girls, extending their experiences from limitations of home environments.
>
> Third, he might identify early the loners and overly-aggressive boys who need assistance or redirection in order to avoid future problems.
>
> Fourth, by assuming the responsibility for the physical education program, he would perform a needed function for which many teachers are not trained and allow them to devote their time to other teaching tasks.

It is suggested that local school administrative units be encouraged to seek additional possibilities of utilizing men in the elementary schools. It is hoped that necessary salary arrangements can be made at the earliest possible date to attract such males. Until this stage is reached, competent high school senior boys should be utilized in such roles as student teacher aides.

Summary

In the final analysis, the two most important factors in providing excellent learning experiences are the quality of teachers and other school personnel and the conditions under which they work. The teaching profession is in competition with other segments of society for top quality people. Further, teachers are now called upon to perform many tasks which have little or nothing to do with instruction.

In view of these factors and others which make it difficult for schools to attract and utilize teachers more in line with their competencies, the Commission makes two basic recommendations and six other recommendations which will facilitate the implementation of the first two. The Commission recommends:

> A new role for teachers which is based upon the concept of team teaching through which special competencies of teachers may be realized more fully.
>
> A differentiated teaching staff, including positions such as aides; educational technologists; teacher interns; probationary, provisional, and professional teachers; and instructional specialists.

To provide ways for advancement to be based more upon quality of performance, steps should be taken to spread the range of teaching responsibilities and to provide for varied certification procedures. The Commission recommends:

> That there be three levels of certification for teachers, kindergarten through grade 12.
>
> That there be multiple approaches to certification.
>
> That the results of an objective examination, the National Teacher Examination or some other appropriate test, be used in determining initial certification.
>
> That steps be taken to provide for certification of educational personnel by the profession itself.

In order to develop leadership in the profession and to fulfill the needs of students, more men should be attracted to the profession, especially in the elementary school. The Commission recommends that local school administrative units make every effort to attract male teachers and proposes that promising high school seniors be utilized as teacher aides on the same basis as other work-study programs at the high school level.

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Chapter 15

Salaries, Allotments, and Other Considerations

The quality of education in any community is determined to a great degree by the caliber of the professional staff employed in the school administrative unit. Thus, the major responsibility of boards of education should be the development of programs to attract and retain excellent teachers and other educational personnel for schools.

Although North Carolina ranks eighth among the states of the nation in producing new teachers, it has been unable to solve its personnel shortage problem. The forty colleges and universities in North Carolina graduated over five thousand teacher education graduates in 1965-66. Only 52 per cent of these were actually teaching in the public schools of the State in November, 1966; 20 per cent were teaching in other states. North Carolina has become a favorite recruiting ground for school systems across the country. Although many northern and western states offer beginning salaries ranging from $1,000 to $1,500 above that of North Carolina, the most serious competition for teachers in recent years comes from such southern states as Virginia, Georgia, and Florida. Many graduates who are unwilling to teach in large cities of the North are happy to live and teach in Fairfax County, Virginia, or Atlanta, Georgia, where life is similar to that in parts of North Carolina.

Salaries for School Personnel

In attempting to arrive at a fair and equitable salary schedule for teachers and other professional personnel, several factors which should be considered are described below.

The law of supply and demand applies to teachers as well as to other aspects of economic life. As stated earlier, there is a growing demand in all segments of society for the services of the type of person needed for the teaching profession.

The supply of teachers in some categories exceeds the demand, while in other categories the demand exceeds the supply. Almost twice as many secondary teachers are prepared as elementary teachers; yet, the demand is the

reverse of this situation. An excess number of social studies secondary teachers have been prepared for the number of available positions. They may be assigned to teaching mathematics, science, and other subjects. Many fill positions in upper elementary grades.

Beginning teaching salaries, while low, are much higher in comparison than salaries for experienced teachers.

Teaching constitutes a secondary source of income for a large proportion of teachers. As stated earlier, working conditions are likely to be of more importance to these teachers than salary considerations. Conversely, those who depend upon teaching for a living must be concerned with obtaining and maintaining adequate remuneration levels.

Teaching salaries in the past have been based on two factors of training and experience. Sufficient recognition of competence based on other factors has not been reflected in salary provisions.

A salary of $6,000 in North Carolina, for example, represents more in real income than a similar amount in certain other states. Likewise, it amounts to much less in Raleigh and Charlotte than it does in certain rural areas within North Carolina.

Salary Goals. Taking these factors into consideration, how can the State attract and keep qualified persons in the profession? First of all, from the State level, a minimum foundation program for public education must be met based upon training and experience. In the second place, the State has a basic responsibility of recognizing competence in categories explained earlier in this section of the report. Thirdly, local school units should have responsibility for recognizing competence and extra effort on the part of teachers beyond that outlined above. Lastly, the State should discontinue the practice of raising beginning salaries to disproportionate levels when compared to salaries of experienced teachers.

Based upon these beliefs, the Commission proposes five goals in developing policies regarding salaries of teaching personnel. The term of employment should be longer, the salary schedule competitive, the use of aides and educational technologists recognized, and the teachers paid supplements for the assumption of special responsibilities for both instructional and co-curricular purposes.

102. The Commission recommends that the State establish a salary range for teachers based on the national average; that the salary be for ten months employment which should include holidays, time for in-service education, and similar activities; and that the State provide for twelve months employment for supervisory and administrative personnel and all other instructional personnel.

103. The Commission recommends that the State adopt an index salary schedule for teachers, supervisors, and administrative personnel which is based on the salary of the beginning probationary teacher; and that the State maintain all future salary appropriations on the basis of the index salary schedule.

104. The Commission recommends that the State set aside a sum to be determined by the State Board of Education for the employment of aides and educational technologists.

At first glance, the first two recommendations enumerated above may imply that the Commission is recommending salaries based on a lock-step procedure. This is not the case. A major recommendation in a previous chapter suggested several new ranks for members of the teaching profession based on training, experience, and performance. To further recognize excellence in performance:

105. The Commission recommends that local school administrative units establish and maintain supplementary pay scales which make provisions for higher salaries for department heads, team leaders, curriculum coordinators, and other categories requiring special competence and leadership abilities.

106. The Commission recommends that local school administrative units establish and maintain supplementary pay scales which recognize those who perform additional duties for the schools not directly related to academic instruction. (Many teachers who would not qualify for such leadership positions as noted above perform such duties as sponsoring school papers, coaching plays, and supervising ticket sales. Such people should be financially rewarded for performing these extra duties.)

Pay for Supervising Teachers. North Carolina colleges and universities prepared over five thousand prospective teachers during 1967-68. There was a limit of one student teacher to one supervising teacher at any given time. Many school administrative units limit supervising teachers to one student teacher each year. Thus, the number of teachers involved in supervising student teachers during each year closely approximates 10 per cent of the total teaching force of the State.

Remuneration for supervising teachers is an excellent means of accomplishing several goals.

The State could reward merit in teaching without necessitating the burden connected with rating teachers. Supervising teachers are chosen cooperatively by the local school unit and the college or university.

A statewide system of remuneration would remove the obvious inequities between State-supported institutions in the matter of payment. East Carolina University pays $50.00 to the supervising teacher, while Appalachian State University and Western Carolina University pay nothing; additionally, there are inequities within the Greater University System.

Payment directly from State funds to teachers supervising students from private institutions would aid students of those institutions without getting into problems of State versus private support and control. Often, the very students who now pay fees for supervising teachers are the least financially able of students on a campus.

The State would pay for a service which is performed for the benefit of the State. In fact, informed opinion—from student teachers to James B. Conant—recognizes that the student teaching experience is the single most crucial step in the preparation of future teachers. Proper remuneration would, therefore, not only be a reward for supervisory services rendered, but would encourage the supervisor to accomplish better training.

Student teachers are placed throughout the State in numbers proportionate to the student population of the various counties. With systematic planning, an even better distribution could be achieved.

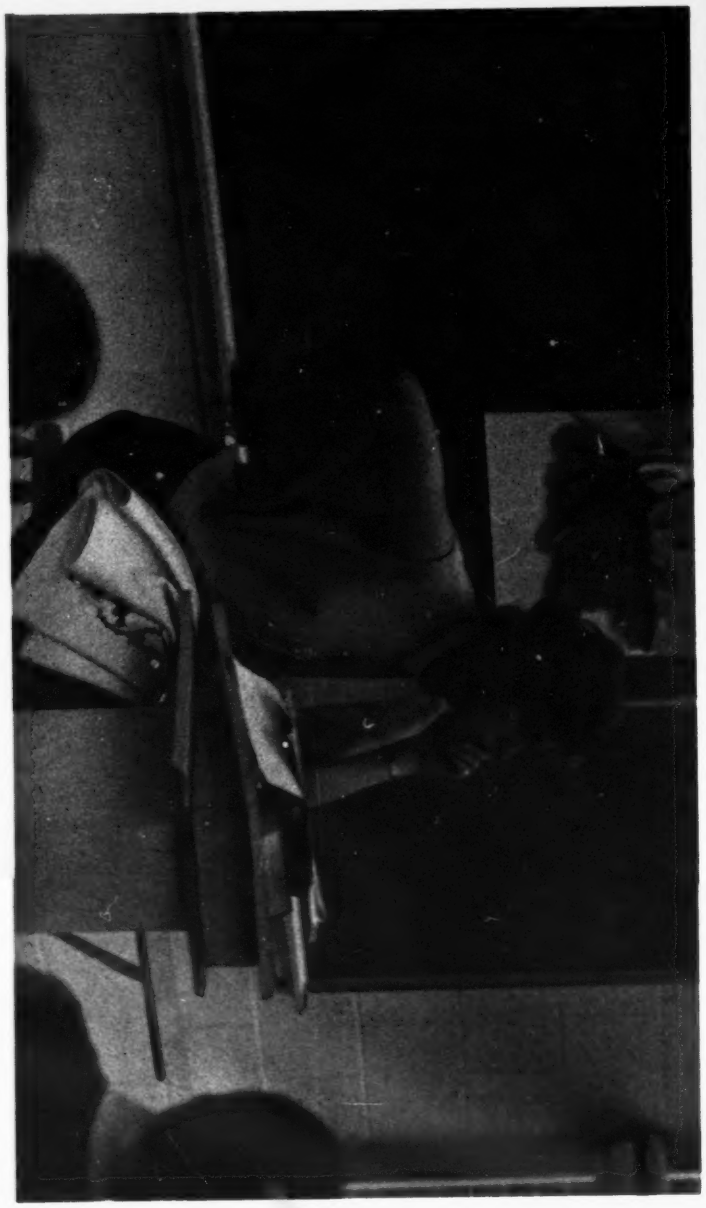
As a means of rewarding teaching merit, removing inequities, and improving the quality of training experiences of students, the following recommendation is made.

107. The Commission recommends that the State make payments directly to teachers who serve as supervisors of student teachers.

It should be noted that a definite sum of money was not suggested. Actually, an amount of $50.00 or more per student teacher would be a vast improvement over the situation today. An ultimate goal of $500 per student teacher is probably more realistic in order to recognize both merit and the value of the services rendered.

Other Benefits. If North Carolina is to meet competition from industry and other sources for top quality people in the teaching profession, additional benefits beyond base salaries must be forthcoming. The State has made an excellent beginning in this direction through the Teachers' and State Employees' Retirement System. Additional steps should be taken.

108. The Commission recommends that extension of sick leave for members of the teaching profession be provided as authorized under the State Personnel Act for other State employees.



109. The Commission recommends that a study be made by the State Board of Education of the possibilities of providing teachers with hospitalization insurance, annual leave, and tuition payments for courses taken for certification renewal.

Allocation and Assignment of School Personnel

North Carolina is one of the few states assuming the major responsibility for financing public education. In most states, local government assumes the major financing of schools. Since the greatest single expense in education is for the services of people, it is of utmost importance that the State provide a plan for the allotment and assignment of professional personnel which assures the maximum benefit to school pupils.

Professional personnel are now allotted through twenty-five different categories. These allotments are based upon several different formulas, and computations are made by five different State offices (controller, special education, vocational education, exceptionally talented education, and driver education). Distribution of allotments are made by individual offices to each school administrative unit.

Allotment procedures are unwieldy and unrealistic for several reasons. They restrict the local school superintendent in the most effective deployment of his staff. They lead to unwholesome competition for added staff at the local level in specific categories of teaching. They entail added computation and paper work at both the State and local levels. As a first step toward the correction of the situation described, the following recommendation is made.

110. The Commission recommends that the immediate consolidation of teacher allotments into three categories be achieved as follows: consolidation of the various special education allotments into one general special education allotment; consolidation of the various separate vocational allotments into one general vocational allotment; consolidation of all other areas into one general allotment.

111. The Commission recommends that, as soon as changes in State laws and regulations can be made, all teacher allotments become general allotments and based upon the number of students served.

Determining Allotments. Once the three general categories of teachers are established and the basis for all allotments standardized according to the number of pupils being served, financial support by the State should assure educational opportunity for all pupils based on certain criteria for excellence.

112. The Commission recommends that the State support a program of education with sufficient personnel for each school administrative unit to be able to qualify its entire unit for State and regional accreditation.

To accomplish this goal, several factors should be considered. In order to qualify for State and regional accreditation, small administrative units will need to consolidate to provide programs and services economically. The degree of State support might be used as an incentive or local funds could be added. As a basis of support, average daily membership of pupils in classes rather than average daily attendance is a better representation of the work load of the teacher. Teachers plan and prepare to teach all class members prior to the absence of a particular pupil. Also financial allotments on the basis of attendance penalize some units with poor pupil attendance.

Other factors should be considered in determining allotments. They should be calculated as early as possible for budget preparation, and they should be revised as the basis (pupil enrollment, number of classes, etc.) for each allotment changes. As long as a superintendent knows the number of

positions to be filled, he can compete for better personnel, revise his recruiting plans accordingly, and seek needed support for additional personnel as needed.

The following recommendations are made in order to facilitate these procedures.

113. The Commission recommends that all allotments for the three general categories be computed and distributed from one State office.

114. The Commission recommends that ADM (average daily membership) be utilized in figuring allotments rather than ADA (average daily attendance).

115. The Commission recommends that all allotments be made as early as possible, at least by February, so that school administrative units are able to plan their local budgets and recruiting wisely.

116. The Commission recommends that further study be given the matter of calculating personnel needs for communities which are experiencing unusual population growth or decline.

Assigning Personnel. The appropriate assignment of professional personnel is clearly an administrative function and one which should remain the responsibility of the superintendent of the local school administrative unit. In exercising this responsibility, the superintendent—whenever possible—should seek to involve other professional persons, including the individual to be assigned. Position assignments which are made after considering all pertinent factors are more likely to provide better staffing patterns, resulting in better provisions for pupils.

It is often necessary—and sometimes fortuitous—to assign a teacher out of his primary areas of preparation. For instance, one of the most competent and highly regarded music teachers in the State did not major in music in college. Another teacher, who majored in social studies, is regarded by school personnel, students, and parents as a better mathematics teacher than many others who prepared to be mathematics teachers. School superintendents and principals throughout the State cite examples such as these. Yet, such teachers perform out of their primary area of preparation at a financial penalty unless the administrative unit makes up the salary difference.

The local school superintendent should be expected, when necessary, to deploy staff to the best advantage for the total instruction program; and teachers so deployed should not be financially penalized.

117. The Commission recommends that teachers not be penalized financially or professionally for teaching out of their primary area of formal preparation.

Participating in Decision Making

Throughout the report the Commission has stressed the importance of involvement of people in the process of providing public education in North Carolina. Such involvement includes the development of formal advisory groups of lay persons. It includes bringing to the forefront the expertise of teachers in selecting books and instructional materials.

Basic to meaningful change in schools is the fully involved local staff in curriculum development. Teachers who are qualified by training and experience desire representation in planning and making decisions which affect them. Teachers care very much about matters affecting the well-being of pupils and their own welfare. In some sections of the country such concern is expressed as demanding that teacher opinions be considered in decision making.

Many of the State's local school administrators have taken steps to provide clearly defined lines of communication between teachers and boards of education. A continuing dialogue between representatives of policy-making bodies and those charged with implementation of policies is conducive to the educational improvement.

118. The Commission recommends that the State Board of Education require local school boards to develop, publish, and make available to the public written board policies, including well developed and clearly defined personnel policies and procedures; and that the State Board of Education provides consultant and advisory services to local boards of education in the development of such policies.

119. In the development of these policies, local boards of education should involve teachers, supervisors and administrative personnel, and parents.

120. School administrators should assist local boards of education in establishing and maintaining continuing lines of communication directly between teachers and boards of education.

Summary

While North Carolina ranks near the top nationally in the production of teachers, only about one-half of those produced actually teach in the State.

A new alignment of the teaching profession based upon performance of responsibilities and duties is needed. Further, salary scales must be based upon training, experience, and competence. Regarding salaries for teaching personnel, the Commission recommends the following:

An employment goal of ten months for teachers and twelve months for supervisory and administrative personnel and selected teachers.

A salary goal approaching the national average and the adoption of index salary schedule.

Compensation for supervising teachers.

A sum be set aside for the employment of aides and educational technologists.

Supplementary pay for those teachers assuming special curricular or non-academic duties.

The extension of sick leave and a feasibility study of additional benefits.

In the allocation and assignment of school personnel, the Commission recommends the following:

The establishment of three general categories for the purpose of teacher allotments which would include teachers for pupils with exceptionalities, teachers for vocational subjects, and teachers for all other instructional areas.

That the State allocation of educational personnel be sufficient for each school unit to qualify its schools for State and regional accreditation.

As a basis of good relations between educational personnel and the community, teachers should participate in decision making affecting their pupils, their programs, and themselves. The Commission recommends written, well-developed, and clearly defined personnel policies and procedures. Teachers, supervisors, administrative personnel, and parents should be involved in their development.

Chapter 16

The Preparation of Teachers and Other School Personnel

Many actions recommended by the Commission have direct implications for the education of teachers and other school personnel in the State. The concern of this chapter is limited to those aspects of teacher preparation either stated or implied in this report. With respect to the academic and professional preparation of teachers, a number of observations may be made. Some observations have been noted in the chapters of this report, such as the ones on human values, attracting personnel, etc. Other observations are summarized in the statements which follow.

The Preparation of Teachers

Flexibility in Preparation. There is no one best method of preparing teachers. Potential teachers, like those preparing for other vocations, come into the collegiate programs with diverse needs, varying backgrounds, and differing abilities. Becoming competent in subject matter and professional areas is a personal experience. Those who are in the most strategic position to judge when potential teachers have reached stated objectives are those in charge of preparatory programs. At the same time, the State has the responsibility of assuring that certain minimum preparation standards of competence and performance are met.

The Approved Program of Teacher Education approach adopted by the State Board of Education several years ago was an attempt to meet these twin objectives. It has worked well, for each institution plans programs (rather than a list of specific offerings) leading to certification for teaching.

The Commission commends the State Board of Education on its continuing evaluation of the program through the State Evaluation Committee on Teacher Education. Any new procedure can become rigid if not reviewed and evaluated, and the work of the State Evaluation Committee is concerned with making the program current. However, the present membership of the committee is somewhat weighted toward individuals connected with teacher education programs. To

achieve greater objectivity and a wider perspective in teacher education programs, the membership should be broadened.

121. The Commission recommends that the State Board of Education expand the membership of the State Evaluation Committee on Teacher Education to include more classroom teachers and more representation from the academic disciplines and the lay public.

Field Experiences for Potential Teachers. Responses to questionnaires to teachers on the job and results of research point to one major conclusion in the education of teachers. There is a great need for potential teachers to have earlier and more systematic contact with elementary and high school students in actual learning situations.

The value of coordinating college work with on-the-job training has been amply demonstrated. Some teacher training institutions in North Carolina have initiated pilot programs involving prospective teachers as helpers, such as tutors and teacher aides in local school units. There is mutual benefit—both to those helping and those being helped. The utilization of prospective teachers in this manner should become a statewide practice.

122. The Commission recommends that representatives of teacher training institutions and surrounding public schools plan together ways and means of involving potential teachers in the work of the public schools, including summer and other special programs.

As the potential teacher enters the teacher preparation program, this work should begin on a limited basis and gradually expand into the full-time student teaching experience in the senior year. Both on-campus and field experiences of potential teachers should emphasize team-teaching methods and other innovative methods significant for the improvement of teaching.

In the future, diversity will be more prevalent in pupil populations; and teaching functions will be more differentiated. Teachers should be prepared in their teacher training programs to work more closely with other teachers and with a diversity of pupils. For example, Duke University, North Carolina College, and the Durham City Schools might plan together for teams of potential teachers to work in the schools during their preparatory program.

123. The Commission recommends that the teacher training institutions utilize team-teaching arrangements in the pre-service preparation of future teachers, and that arrangements be made for members of diverse backgrounds to work together as teams during the collegiate years.

College and University Faculty Involvement in the Public Schools. Professional schools—medicine, dentistry, law, business—remain relevant and justify their existence to the extent that they discover new knowledge and demonstrate how both accepted and new knowledge can improve the quality of life. With respect to the latter function, many professors of education maintain relevant experiences through research activities in the schools utilizing student teachers. However, in some cases current experience in the schools is nonexistent. Previous experiences in the public schools may be out-dated due to rapid changes taking place.

124. The Commission recommends that schools and departments of education explore ways and means of involving the faculties more fully in the work of the public schools. Specifically, it is recommended that arrangements be made for those teaching others how to teach to spend at least one quarter (or semester, as the case may be) every five years renewing their proficiency in the classroom.

The above recommendation may be carried out in several ways. As an example, the faculty member responsible for

teaching elementary methods might exchange places for a semester with an outstanding elementary teacher who would be designated as a visiting lecturer for the period.

Supervising Teachers. In an earlier section of this report, a recommendation was made regarding remuneration for teachers who help prepare student teachers. The supervising teacher, under favorable conditions, makes one of the most significant contributions to the preparation of the prospective teacher. Yet, most classroom teachers have had no special preparation to serve as supervising teachers. If they are to work effectively with student teachers, they must be able to analyze not only the students' teaching but their own classroom performance. Most supervising teachers are busy fulfilling their obligations to their students. Their role in a student-teaching program is not always clear to them.

Some progress has been made. The State Department of Public Instruction publication, *A Guide for the Student Teaching Program in North Carolina,* contains many valuable suggestions. In addition, the Division of Teacher Education of the State Department of Public Instruction is conducting a five-year project focused on upgrading the quality and effectiveness of the work of supervising teachers. Summer workshops, operated jointly by the State Department of Public Instruction and institutions with teacher training programs, have involved large groups of supervising teachers. In addition, this program has reached many other potential supervising teachers through a program of one-day conferences held throughout the State. In both summer workshops and other conferences, teachers involved were subsidized through the State Department of Public Instruction's supervising teacher program.

125. The Commission recommends that continuing and enlarged cooperative steps be taken between the State, the preparing institutions, and the public schools to select, prepare, and recognize supervising teachers.

It should be noted that the Commission does not recommend special certification for supervising teachers. Such a procedure is unnecessary and further complicates the matter of placement of student teachers. The Commission does recommend such efforts as workshops conducted jointly by personnel from school administrative units and teaching preparing institutions and on-campus seminars.

Finally, teachers who serve as supervisors of student teachers should themselves be experienced, master teachers.

126. The Commission recommends that supervisors of student teachers be drawn exclusively from the ranks of professional teachers, senior professional teachers, and instructional specialists. Until these new categories are firmly established, teachers holding regular graduate certificates and at minimum two years of teaching experience should be utilized.

Further Training for Probationary and Provisional Teachers. The various instructional categories from aides to instructional specialists, as recommended earlier in this report, provide avenues of promotion for educational personnel. An aide might aspire to the position of educational technologist or teacher and enter an appropriate preparation program for either. For a teacher, upward mobility would be determined partly by quality of performance at either the probationary or provisional level.

The schools of the future will require teachers who are trained at a level beyond the four-year undergraduate degree. The possession of an advanced degree should be related to the qualitative rating noted above in determining whether or not to advance a given probationary or provisional teacher to the professional ranks.

127. The Commission recommends that acceptable progress toward the completion of an approved fifth-year program be demonstrated by a teacher before advancement to a rank above the probationary or provisional status is considered. The program should be completed no later than seven years from the date of issuance of the probationary or provisional teachers' certificate.

128. Further, the Commission recommends that the State Board of Education require the fifth year for professional certificates as soon as the requirement can be phased in, but not later than July, 1978.

The Preparation of Aides and Technologists

The Preparation of Aides. The utilization of teacher aides and other school aides is a relatively new development in North Carolina. This development is one of the most promising innovations to appear in the public schools. Teacher aides can perform many duties that are necessary in the classroom. In every community there are housewives and retired persons who would welcome the opportunity to be of service for a few hours each day. At relatively low cost, aides are already providing invaluable services to the schools in some communities. The possibilites of expanded services are almost unlimited.

The supply of aides, their qualifications, and their duties will vary according to the needs of the schools from community to community. No recommendations are made regarding special training in order that school officials might make the wisest deployment of aides.

The Preparation of Educational Technologists. Personnel in this category would be graduates of special programs provided by the Community College System and/or the four-year colleges. As associate teachers, they might be trained to work with pupils in special problem areas. For example, as home-school associates, counselor associates, and communications media associates, they could assist in the performance of many specialized services recommended elsewhere in this report.

129. The Commission recommends that the State Board of Education establish a representative committee whose purpose it would be to conduct a study and make specific recommendations regarding duties, qualifications, and preparation of educational technologists.

The In-Service Education of Teachers

What is continuing or in-service education? A satisfactory definition is difficult, even for members of the teaching profession. In fact, no dividing line can be drawn between formal preparation programs and in-service programs. Concern for both is a reflection of an interest in the most effective learning by children and youth. Both may reflect personal factors, such as individual professional development. Sometimes both are accomplished to satisfy an administrative edict or a certificate renewal requirement.

Recognizing that any definition may be subject to exceptions, the Commission looks upon in-service education programs as those programs, generally conducted on public school premises, which are concerned with specific local school problems. In some instances, in-service education programs might involve individuals from a given school unit returning to teacher training institutions to take courses specifically aimed at alleviating local school problems.

To clarify and to indicate direction as well as objectives, the following assumptions may be used as principles for developing in-service education programs. Specific recommendations will be made in conformity with these principles.

In a rapidly changing society, every person needs continuing education as an intelligent, participating citizen.

All school personnel need continuing education as members of a profession.

No person is educated for any given period for the future.

All formal teacher education programs should be developed and guided by the philosophy of the need for continuing education of all graduates.

In-service education of school personnel is an investment for more effective teaching resulting in better learning by children and youth.

The State has a responsibility for in-service education as a key factor in improving instruction. This responsibility should be shared by the State Department of Public Instruction, local school administrative units, and colleges and universities.

Professional organizations of school personnel should assume larger leadership roles in in-service education programs, both in the development of, and participation in, such programs.

In-service education programs should be both comprehensive and flexible. This would call for some programs common for all school instructional, supervisory, and administrative personnel; other programs for certain groups; and some that would be individualized.

The Commission's recommendations are presented in three categories as follows: current programs; new programs; and areas of study or research needed.

Current Programs. North Carolina's public school system over the past few years has developed a sound, viable in-service education program based on the principles noted above. The State Department of Public Instruction has provided capable, dynamic leadership in this area. The recommendations which follow, therefore, are for the purpose of suggesting expanded roles of other groups and reinforcing and supporting the efforts of the State Department.

130. The Commission recommends that present State financed programs of in-service education be continued and expanded, with modifications as noted in later recommendations.

131. The Commission recommends that the requirements of programs in academic subjects in the State-financed programs be changed, placing emphasis upon identified professional needs for becoming more effective teachers. The decision about courses or other in-service education which can best meet identified needs should be a joint responsibility of the local school administration and the individual(s) concerned.

132. The Commission recommends that in-service educational television offerings be expanded both in number of courses and availability to teachers.

133. The Commission recommends that local teaching personnel be involved more fully in planning, developing, conducting, and evaluating locally organized programs of in-service education. The Commission has found admirable progress in some school administrative units in this regard. However, in other school units, in-service programs are still planned and organized without involving teachers.

134. The Commission recommends that college and university personnel in teacher education be more involved in planning, conducting, and evaluating in-service education programs in cooperation with local school administrative units.

New Programs and Directions. An expanded concept of in-service education should be developed in North Carolina. If problems are to be solved, they must be solved to a great extent by local people attacking them at the local level. Implementation of this concept will require the cooperative efforts of all professional educators, as well as the leadership and financial support of the State.

135. The Commission recommends that the State Department of Public Instruction prepare and circulate a list of consultants who might serve as resource persons for local groups of professional school personnel. This list should be revised annually and distributed to all school units in the State.

136. The Commission recommends that one qualified person in each local school unit be designated to serve as Coordinator of In-Service Education.

137. The Commission recommends that a program of joint State-local financing of in-service education be implemented. When a new area is to be developed in the local program, a planned in-service program might provide a means by which its teachers could be qualified for it. A promising teacher might be granted a leave of absence and a study grant to prepare for work in the new area. A continuing budget for such purposes would provide study leaves for one or more teachers in a given school unit.

138. The Commission recommends that the State Department of Public Instruction, in cooperation with local school administrative units and teacher training institutions, proceed to identify and train outstanding teachers who, in turn, would assume leadership roles in their local areas in conducting workshops in team teaching, the utilization of newer media of instruction, and other significant innovations.

139. The Commission recommends that the State provide tuition scholarships for the purpose of strengthening areas of critical need (such as librarians, elementary teachers, and teachers of exceptional students); grants-in-aid for graduate study of selected promising young teachers; and State support for consultant services on a matching basis for local in-service education programs.

Further Study. North Carolinians can take pride in the development of sound in-service education programs in many places throughout the State. The Commission has recommended a number of steps to strengthen the in-service education program. However, in order to remain up to date and to continue to make progress, continuous study is necessary.

140. The Commission recommends that the State Board of Education appoint a representative body whose purpose would be to:

a. Re-examine policies relating to in-service education.

b. Study the in-service education programs in other states.

c. Analyze the in-service education programs of other organizations and agencies, such as the Army, the Air Force, and various industrial firms.

d. Develop plans for pilot in-service programs throughout the State in areas needing study and innovation for more effective educational programs.

e. Develop a plan for officially recognizing those who perform leadership roles in in-service activities.

f. Develop a plan for continuing statewide evaluation of in-service education programs.

g. As a goal for the future, study the possibility of twelve months employment of all professional school personnel with the equivalent of one month each year given to a planned in-service education program on a continuing basis.

Summary

The Commission did not perform a systematic study of teacher education in North Carolina. However, many obvious implications for the preparation of teachers emerged as a result of the study of the public schools.

In the area of pre-service, the Commission recommends that the preparation of teachers remain flexible, for abilities and needs of future teachers will vary. The Commission recommends that, in addition to student teaching, prospective teachers be involved in a variety of experiences in schools earlier in their training and on a systematic basis. Teacher training institutions should experiment with differing team teaching procedures in the pre-service education of prospective teachers. Both potential teachers and the college and university personnel preparing them should become more fully involved in actual public school experiences. Public school teachers who serve as supervisors of potential teachers should be the most competent teachers available, and they should be recognized for their efforts in significant ways. As soon as feasible, the State should move toward the implementation of a fifth-year program of preparation for teachers. A gradual phasing-in of the fifth-year requirement should be completed by 1978.

No special preparation is recommended for a teacher aide at this time since the position is emerging in relation to duties to be performed and qualifications of interested persons. Upward mobility in the profession is provided through the provisions of the next category, educational technologists. Special courses designed to meet school needs for personnel trained at this level should be offered by the Community College System and the four-year colleges of the State.

Professionals in all fields must constantly study to become informed of new developments. In-service education is as necessary in the teaching profession as it is in industry or government service. The Commission makes certain recommendations to improve and expand the program of in-service education of teachers in North Carolina schools as follows:

That requirements of programs in academic subjects be changed to emphasize particular identified needs of teachers in order for them to become more effective in their subject areas.

That local teaching personnel be more involved in organizing in-service programs and that the services of college and university personnel be utilized by the local administrative units in such programs.

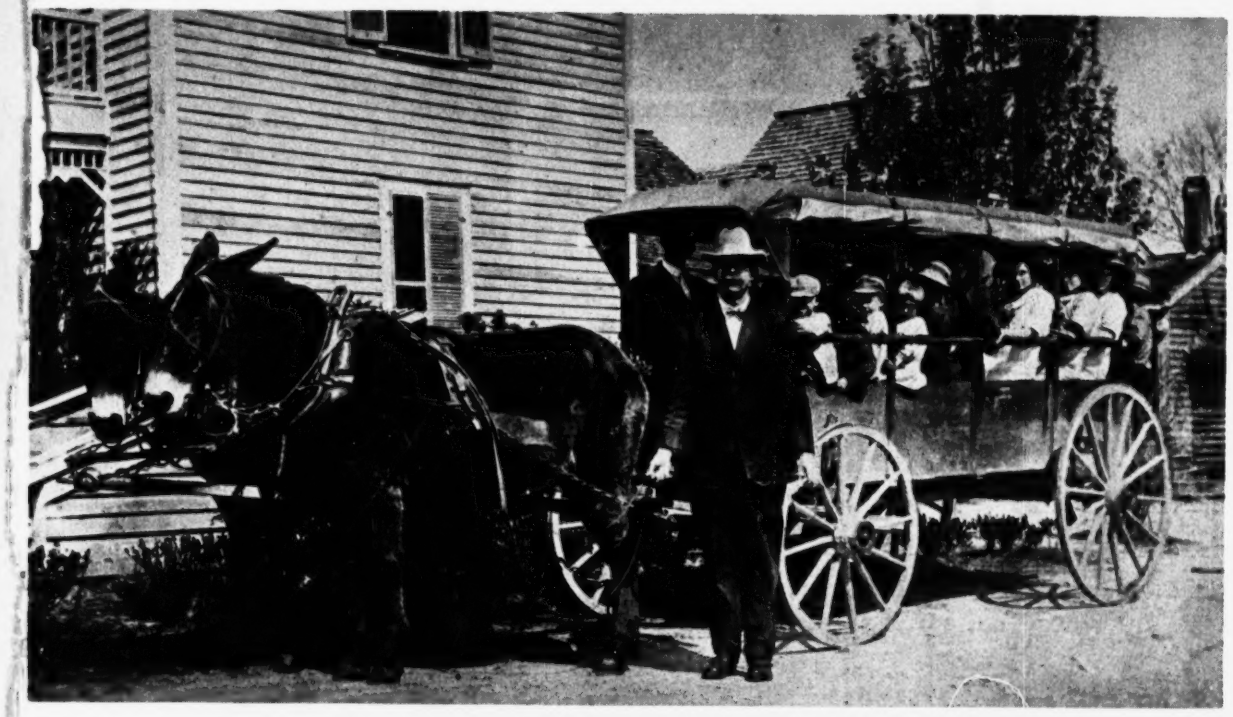
That State encouragement and support of in-service education be directed toward strengthening locally planned programs by identifying outstanding teachers and preparing them to play key roles in conducting such programs.

That the State provide tuition scholarships to teachers for the purpose of securing additional persons in critical shortage areas.

That educational television be utilized more fully in in-service programs.

Chapter 17

Auxiliary Services



North Carolina's public school system involves much more than those people and things directly concerned with teaching and learning. It involves a mammoth system of auxiliary services: the elements of transportation, feeding, and housing which are essential for effective teaching and learning to take place.

Pupil Transportation

In the days of *McGuffy Reader* and the one room school, pupil transportation was a personal affair. A boy took a short cut across the fields; the family mule jogged down the dusty lanes to school; or if the weather was bad, the pupils just stayed home. School transportation, the responsibility of the pupil and his family, was not the concern of public education.

Such days are past. Since 1911, the State has permitted the use of public funds for school transportation. From 1911 to 1933, school administrative units operated the bus program; after 1933, the State assumed a major responsibility for providing a school transportation system.

Today, the State public school bus transportation represents a large enterprise in North Carolina. In 1967 the system carried 54 per cent of the State's school age children. It took 9,200 buses to transport these 600,000 children daily. In a year's time, 61 million miles were traveled by these buses, representing more miles than those traveled by many inter-city public bus lines. The average school bus load was 65 children each day so that in 1966-67 the State school transportation system clocked over four billion passenger miles.[1]

The State's school transportation system ranks as one of the largest in the nation. It is classed as one of the safest and most economical systems. The average pupil cost is among the lowest, $19.75 for a year. Its 54 per cent pupil participation is among the highest in the nation. Costs of operation are divided between local school administrative units and the State, the latter assuming the greater financial responsibility. Local school boards make initial bus purchases and maintain

the garages for the repair and upkeep of the buses. Operation and replacement costs and salaries for drivers and other system employees are the responsibility of the State.

Transportation by bus will continue to increase. The consolidation of schools, the increased number of comprehensive high schools, and increased costs of provisions make necessary an improved State transportation system.

To date, most of the policies and procedures regulating the use of school transportation have been directed toward the union school (grades 1-12) concept prevalent in rural North Carolina before 1950. The single route system whereby all students, elementary and secondary, ride the same bus on the same route no longer is adequate. Where new programs are attempted, the single route system works a serious handicap on the younger children who must arrive at school long before the school begins and wait after the close of school. Conversely, the high school day must be cut short to accommodate the elementary schools. The single system discourages consolidation and development of comprehensive programs.

The growth of urban areas, the annexation of sections surrounding cities, and the trend towards major housing developments adjacent to the city limits require recognizing the need for transportation for all children. At present, those pupils who live within the one and one-half mile school zone limit often are transported by bus. Their routes to school are along busy streets, sometimes across four-lane limited access highways, sometimes across traffic at major intersections. No school planning is possible which would locate school sites so that some children will not have to cope with these traffic problems.

Transportation to Meet Pupil Needs

Transportation for North Carolina's pupils should be provided on an equitable basis. The State, assuming responsibility for school transportation, should not limit this service to rural pupils if other pupils in suburban or urban areas have similar needs. Whether transportation for city children is by public carrier or by buses owned and operated by the school administrative units, steps should be taken to provide equal transportation for all.

141. The Commission recommends that local boards of education, working with the State Board of Education, be given the authority and provided funds to establish transportation as needed to serve the instructional programs.

142. The Commission recommends that a free and equitable transportation system for all children, rural and urban, be provided as a part of the State program. It is further recommended that local boards of education should have the option to contract with local transit companies to furnish transportation when such an arrangement appears to be more satisfactory. (Such contracts should be permitted upon the certification by the State Utilities Commission that the transit companies operate safe and reliable transportation systems.)

Children with Special Needs. The development of a more comprehensive instructional program provides for students with special needs. North Carolina has been charged to see that the children of the State are provided "with the opportunity to attend schools which encourage them to find and develop their best abilities. This is absolutely necessary . . . in the world of rapid change and increasing opportunity and if they are to become the responsible citizens we so urgently need." [2] Translated into instructional terms, this charge means provisions for the trainable, the talented and gifted, the crippled, and every other exceptional child. No school can be large enough to provide economically for all children with all needs. Therefore, transportation arrangements should be made that such pupils may participate in the programs that provide for their needs.

At the present time, many students in grades 1 through 12 are deprived of their fullest educational opportunities because the training they need is not available in their community schools. A program which would meet the child's requirements may be accessible in a nearby area. Pupils are not able to utilize such programs if no transportation is available.

143. The Commission recommends that funds be provided for transporting certain pupils to programs which meet their special instructional needs. Included are programs for pupils with exceptionalities and special occupational offerings.

Safety in Bus Transportation

The overriding concern of school bus transportation is the safe transportation of children. When compared with other state transportation systems, North Carolina's safety record is superior. Yet, it is not accident free and improvement is possible. The safety factor must be considered from such aspects as construction and condition of the buses, training and supervision of the drivers and other bus personnel, efficiency of servicing mechanics, and supervision of riders.

Travel conditions are changing, dependent upon such factors as increasing school population, heavily traveled roads, and dangerous drivers of other vehicles. Steps should be taken to improve the safety of the system in light of such factors.

144. The Commission recommends that achieving maximum safety for the pupils who ride school buses be a first objective of all concerned with school transportation. This objective should be the standard for specifications for equipment, selection of new equipment, provisions for budgets and salaries, and supervision and organization of the program.

Supervision. Effective supervision is a major key to safety. The operation of 25 to 50 school buses transporting 1,000 to 3,000 children daily requires organization and supervision by a member of the school staff. Supervision at the school administrative unit level should be executed by a staff member equipped for such a responsibility. Supervision at the school building level is usually the responsibility of the principal. Arrangements, when warranted, should be made to provide assistance to the principal in fulfilling his responsibilities.

Supervision of transportation includes the direction of the driver training program, the routing and operation of vehicles, the selection of drivers and the training of riders. It includes proper bus parking at schools, safe loading and unloading, and the care of equipment. At the school administrative unit level, it includes cooperation with the highway department, the highway patrol and other law officers, and management of maintenance. While these responsibilities do not require full time staff members in small school administrative units, they do require the services of staff members who can place them first and foremost among their duties and who are available to give attention when needed.

145. The Commission recommends that adequate supervision of transportation at the local school administrative unit and/or school level be provided. Additional personnel and funds should be provided where conditions indicate the need.

Drivers. The use of student drivers has come under constant review when safety is discussed. Attempts have been made to compare records of student drivers and the few adult drivers of this State with records of adult drivers in other states. Such efforts have concluded that no significant difference exists between student and non-student drivers in terms of safety records. Studies of transportation programs in school administrative units indicate that thorough driver training, close supervision of drivers, and good bus maintenance are important in maintaining safety standards.

Attracting and retaining sufficient qualified school bus drivers is vital. As other employment opportunities increase and school offerings expand, the problem of securing drivers will become more critical. In the future, the question of using students or adults will become secondary to that of securing sufficient qualified drivers from both sources.

146. The Commission recommends that every effort be exerted to attract and provide dependable efficient drivers, both student and adult. Working conditions, salaries, and other benefits should be such as to make such employment possible.

Driver Training. A continuous driver training program is necessary for a safe and efficient transportation system. The current training program for school bus drivers is shared by the State Board of Education and the Department of Motor Vehicles. The selection of applicants and the supervision of licensed drivers are responsibilities of school officials. Staff members of the Department of Motor Vehicles train the applicants and issue licenses. While the program has functioned satisfactorily, it is suggested that assignment of the total responsibility to the State Board of Education might strengthen the program. If training were assigned to the State Department of Education, it could be coordinated with the Driver Education program in the Department. Issuing operator's licenses and school bus driver certificates should continue to be the responsibility of the Department of Motor Vehicles.

147. The Commission recommends that the training of school bus drivers be a continuous program coordinated with recruitment, program needs, and the management of the transportation system; and that the program become a responsibility of the State Board of Education, leaving with the Department of Motor Vehicles the responsibility for licensing bus drivers in the same manner as other vehicle operators.

Garage Personnel. Garage personnel service must be of such quality as to assure maximum safety, maintenance, and efficiency of bus equipment. Such services will be available only to the extent that able mechanics and other garage personnel are attracted to and retained on the garage staff. The conditions of their employment should be as rewarding as other similar personnel in State agencies. Provisions for personnel who service buses which transport children should be at least equal to provisions for mechanics who service the trucks which haul dirt on highways.

148. The Commission recommends that salaries for mechanics and other school transportation employees be, at the minimum, on the grade level as that established by the State Personnel Department for comparable work in other State agencies.

Clarification and Interpretation of Responsibilities. As society becomes more urban and the population increases, problems relating to school transportation itensify. Increase in vehicular traffic, complexity of highways, greater demands for efficiency, and the expansion of school services require constant study and evaluation of school transportation. In order to carry out the recommendations relative to school transportation, it is suggested that a more active program of public information and staff training as they relate to safety and efficiency be implemented at the State level. Such an emphasis at the State level should result in more direct assignment of responsibility for various phases of the transportation program at the local school administrative unit and school levels. It should result also in greater involvement of the general public in the total program.

School Food Services

North Carolina's first venture in providing its school children with hot lunches came as a result of the Depression of the 1930's. Many children were coming to school without

lunch and returning home to an inadequate evening meal.

The need was so obvious that citizens started providing hot soup and sandwiches for children in the middle of the school day. Most costs were paid by the mothers, teachers, and other community groups. These lunches were served in makeshift locations. Though the efforts were meager and the food served limited, many adults remember their hot lunch at school as their only adequate daily meal.

Several developments contributed to the acceptance by the people of the State and nation that the public schools had a responsibility to foster sound health programs. Representatives of the local health departments, extension services, and the medical profession began to stress the importance of proper nutrition and to reveal the total inadequacy of many diets. Advances in medicine and related health fields placed new emphasis on proper diet and its importance in child growth and development. Statistical data following the Depression indicated the seriousness of the problem. Providing well-balanced, nutritional meals in the schools became one way of teaching good food habits and building health.

In 1946 the original School Lunch Act was passed by the U. S. Congress. The intent of this Act was to help consume more agricultural commodities and to meet one-third of daily dietary needs of the child. As more surplus foods were channeled into the school lunch programs and economic conditions made it feasible for facilities and equipment to be improved, the school lunch program grew. According to the Act, states were to match federal funds to provide the programs; but from the beginning, most states passed on the non-federal share to the child.

Provisions for a school lunch program have become an integral part of the total educational program. Facilities and equipment are standard items in school planning. Training programs have improved the knowledge and abilities of the personnel employed. Federal assistance has been increased to include cash contributions and quantities of surplus commodities. Local boards of education have assumed more responsibility for facilities and equipment and for personnel and other expenses of the program in some instances.

Approximately 75 per cent of the children attending public schools in North Carolina participate in the school lunch program. In a consolidated school, the distance from school to home makes it impossible for the child to go home for lunch. In the urban areas the traffic and school schedule frequently make an open lunch period inadvisable. Having a child return home in the middle of the day presents a problem when both parents may be away during that time. The necessity for feeding children at school no longer depends on the need for seeing that children are not hungry.

School Food Service as a Part of the School Program

The school food service program has become an integral part of the total educational plan. It can make an outstanding contribution to the plan. As school activities increase and school hours are extended, the importance and scope of the school food service program will continue to increase.

149. The Commission recommends that G.S. 115-51 be amended to read "as a part of the function of the public school system, county and city boards of education shall provide, except in extraordinary circumstances, school food services in the schools under their jurisdiction."

Since the food service program is an integral part of the total educational program, it should receive the same supervision and direction as is afforded other services of the school administrative units by the local boards of education.

150. The Commission recommends that the local unit food service operations be centralized under the local board of education. Leadership in supervision and direction, personnel procurement and training, record keeping and accounting, and the purchase of equipment and

food should be provided by the local boards of education.

Supervision of School Food Service. The magnitude of the program and the amount of funds involved indicate that strong, effective leadership is needed in order for the programs to provide maximum benefit to children.

151. The Commission recommends that supervisory services in the school administrative unit become a State program, with allotments, certification, and salary schedules for supervisory services determined on the same basis as other supervisory services.

Financing School Food Services. Originally the School Lunch Act required state matching funds. When most states were unable to provide such assistance, charges to children were permitted in lieu of state funds. Increasing costs for food, equipment, and labor have created serious financial problems in school food services. Financial resources should be increased to meet current needs.

152. The Commission recommends that the State provide funds for administrative and supervisory personnel at the local level; that it meet initial equipment purchases on the 50-50 basis; and that it recognize and provide some help for rising labor costs.

No matter how low the price of the school lunch, there will be some children who cannot afford it. In an era of rising costs of school lunches, the problem becomes even more acute.

153. The Commission recommends that procedures be developed by local boards of education for determining which pupils need financial assistance in order to participate in the school lunch program and that provision be made to insure that these pupils' needs are met.

Improving the School Lunch Image. The school food service program offers great potential for educational experiences. An image should be created which can be identified with enjoyment, nutrition, choice and selections, and positive learning. Although federal reimbursement is dependent upon meeting certain nutritional requirements in all schools, it is possible to meet these needs and allow pupils to select some foods of their choice.

154. The Commission recommends that the school food service program be reorganized to allow more flexibility and local initiative in developing programs which can qualify for federal reimbursement.

School food service in North Carolina represents a large endeavor. The organizational structure at the State and local levels has improved greatly through the years. However, most food service employers require constant retraining and assistance. Many local managers and employees are persons who entered the school food service program twenty years ago.

155. The Commission recommends that the State Board of Education provide local boards of education with maximum flexibility in the administration of school food services and that they communicate with school administrative units and local personnel in planning and re-examining various areas of the school food services.

Commercial food processors and institutional food brokers can perform an important community service by advising the schools in the improvement of school food service. The commercial food service industry is undergoing tremendous changes. The increase of frozen and pre-packaged foods, modernization of equipment and procedures, and more efficient use of labor are but a few of the areas in which the industry is making tremendous strides. School food service could be improved by utilizing new findings in this field.

156. The Commission recommends that the latest in re-

search and development by the food service industry be made available through the use of advisory groups from the industry.

School Food Service in the Future. The future of school food services is related closely to the total school program. As the school year is extended and the use of school facilities increases, extended operational hours for food service facilities will become necessary. Increased costs will require that school food service facilities be planned and built for multipurpose use. Dining space should accommodate other programs; kitchens and equipment should be used for instruction in institutional food preparation; and food service staff members should serve an educational role for the school.

157. The Commission recommends that the State Board of Education take appropriate action to insure a continuing study and evaluation of the role of school food service in the total school program. Such a study should involve opinions from State and local leaders in school planning, food services, home economics, and other appropriate areas.

School Facilities

A recent survey by the State Department of Public Instruction indicates the need, as of January, 1968, for more than 10,000 additional classrooms in the State of North Carolina. If the period to 1978 is considered, this number rises to 22,000. Institution of a statewide kindergarten program would add 2,800 more classrooms. This would mean 24,800 classrooms to be constructed within the next ten years. Financing such construction would require, from federal, State and/or local sources of revenue, between $750,000,000 and $1,000,000,000.

Since 1948, $200,000,000 in State funds, combined with more than $700,000,000 in federal and local funds, have enabled the State to build approximately 1,750 classrooms per year.[3] This rate not only is inadequate to meet increasing needs, but does not even maintain the present position between need and existing facilities.

Several factors contribute to the current situation:

A highly mobile population, with movement of people from rural to urban areas.

A high birth rate.

Expansion of the educational program, with need for better facilities.

The scarcity of money during the Depression of the 1930's.

The difficulty of procuring labor and materials during and after World War II.

These factors help account for the fact that most school buildings in North Carolina were built either prior to 1939 or after 1948.

Many of the new schools constructed since 1948 have been high schools. Often the old and inadequate buildings have been retained as elementary or junior high schools. Therefore, in the school administrative units that have consolidated, the greatest need is to replace former union school facilities with modern elementary and junior high school buildings. In many areas there also are urgent needs for major additions to existing secondary schools or for new secondary school buildings. Unfortunately, the problem is complicated further because many recent school bond issues have been postponed or defeated.

With such a vast investment in human and material resources, it is essential that facilities be designed to accommodate modern educational programs. The need for additional facilities should be recognized and identified in a systematically developed plan which includes arrangements for financing an adequate building program.

Changes in the Educational Program. As the concept of the function and role of the school changes, this change should be reflected in new school facilities. The curriculum chapter of this report suggested some significant changes

which currently are taking place in the State. Modern educational programs are oriented more highly toward meeting the needs of the individual student. These programs require facilities which allow the student to work as a member of a small group, as part of a large group, or as an individual scholar. The utilization of new media and technology suggests the need for highly flexible use and easy control of light, space, and sound. Space arrangements must be modifiable not only from year to year, but from day to day and from one class period to the next. Effective use of modern technology makes feasible such variation in facilities and results in a more desirable and productive living and learning environment (thermal, visual, sonic and aesthetic). By utilizing already well established planning and construction techniques, the provision of such conditions is as much within the economic capabilities of local communities as is the provision of new facilities which are less desirable.

Continuous and Systematic Planning. A few of the newer developments in school planning and construction which already are in existence in many parts of the United States and in some school administrative units in North Carolina have been identified. It is essential that those concerned with school building programs in North Carolina have available the most up-to-date information obtainable about all of the areas relative to their responsibilities.

The Division of School Planning of the State Department of Public Instruction has provided excellent services to local school administrative units. However, to provide the quality and quantity of services needed now and in the future, the role and functions of the Division of School Planning must be expanded.

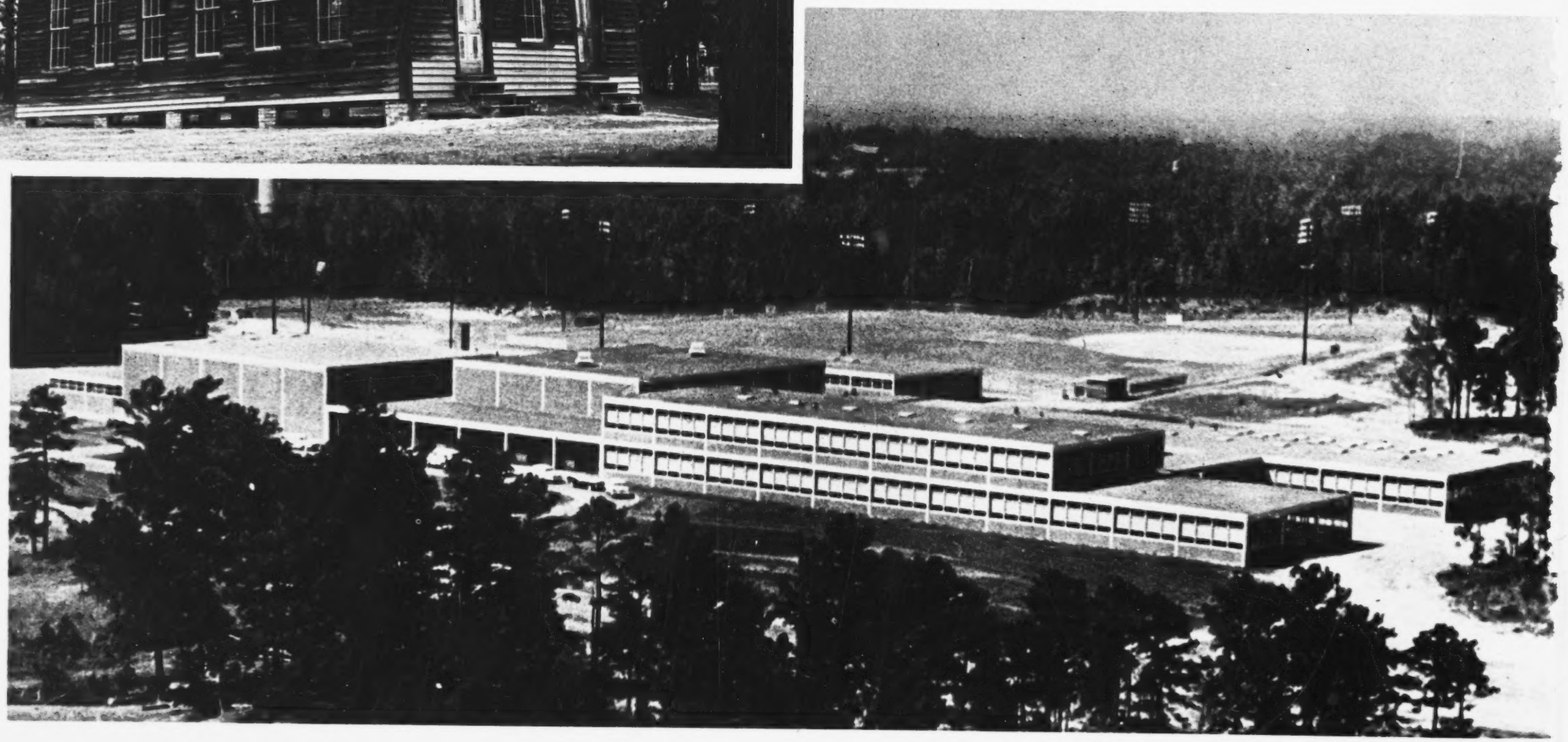
158. The Commission recommends that the Division of School Planning be expanded and strengthened by additional staffing to provide local school administrative units more assistance in developing long-range plans for land acquisition and the development of school facilities and in carrying out research and development projects and formulating policies and procedures in the area of school planning and construction.

To enable the Division of School Planning to perform these functions, it is essential that the office be funded adequately. Elsewhere in this report, the Commission has recommended that funds be set aside for research and development in all aspects of the public school program. Part of such funds should be expended in the area of school planning.

159. The Commission recommends that the State Board of Education allocate funds sufficiently to insure adequate research and development in the areas of general planning for improved facilities, coordinated school programs and/or between school administrative units, relocatable facilities, and temporary facilities.

Financing Facilities. Except for $25,000,000 which has come from surplus funds, State allocations for school construction since 1948 have been from bond issues. Likewise, most local school construction monies have been borrowed. As a result, the debt service requirement to repay these monies has been heavy on both the State and its counties. This fact, coupled with the current high rate of interest, calls for a hard look at the job of providing needed school facilities during the next ten years. With North Carolina at a peak in economic development, it seems questionable that through borrowing for construction, $1,400,000 (principal and interest) should be paid for a million dollar building. It would seem more reasonable to expect a portion of the new construction to be financed either from current revenue or from reserve funds.

Economic experts generally agree that the most feasible plan for financing capital improvements provides that critical and accumulated needs be financed with borrowed funds. Needs resulting from growth and development changes should be financed from current revenue, and major replace-



ments or expansions which can be anticipated should be financed from a capital reserve fund (from either a voted tax or an annual levy).

If these assumptions are valid, it would seem appropriate that every effort should be made to encourage local school units to strengthen and improve their processes of long-range planning, including plans for financing capital improvements. Every effort should be made to provide capital improvement funds from current State revenues in at least the same proportion of the total need as has been provided during the past twenty years.

State participation in financing school construction can be justified on the basis of the fact that local governmental units cannot provide for the total need. If maximum results are to accrue from increased current expense allocation from State funds, it is essential that adequate physical facilities are provided for the improved educational program which these additional funds make possible.

160. The Commission recommends that the State provide from current revenues at least $20,000,000 per year for assistance to the school administrative units for school construction.

Adequate Leadership. Several recommendations have been made elsewhere in this report in relation to the need for increased leadership at the State level. It takes effective leadership to provide the best possible school facilities at the least possible cost.

161. The Commission recommends that the Division of School Planning of the State Department of Public Instruction serve as a coordinating agency for the purpose of bringing together from time to time professional educators and experts in the areas of public education, health, finance, and other pertinent disciplines to consider what school facilities are required to implement a desirable educational program.

162. The Commission recommends that the State Board of Education be provided with the necessary statutory authority to require comprehensive long-range planning for total school improvement, including the financing of capital improvement.

Summary

Pupil Transportation. North Carolina's public bus transportation system should serve both city and rural children. It should provide for children with special needs who require programs which may require transportation between schools or to nearby localities. The Commission has made recommendations in conformity with these principles. North Carolina's bus transportation system must be safe and efficient and recommendations of the Commission suggest ways to attain such a goal.

School Food Service. Approximately 75 per cent of the children attending public schools in the State participate in the school lunch program. The value of the school lunch program and its progress is recognized. However, certain steps could be taken to improve the program and prepare for the future. The most important recommendation sets the goal of adequate school food service in all schools in the State. To implement this goal the Commission recommends that local boards of education move toward centralization of the administration and supervision of school food service in every school administrative unit and that the State participate in the financial support of administrative unit school food service.

School Facilities. More than 10,000 new classrooms were needed in North Carolina as of January, 1968. Over the next ten years, North Carolina will need more than 22,000 new classrooms. If the proposed kindergarten program is instituted, an additional 2,800 classrooms will be needed. To finance this program of construction, it is estimated that

between $750,000,000 and $1,000,000,000 must be spent from all sources.

In such a large investment, it is essential that facilities be designed for modern educational programs; that planning for facilities be accomplished on a systematic basis; and that financial arrangement be made to accomplish the twin objectives of spending wisely and getting the needed facilities.

With these objectives in mind, the Commission has recommended that the Division of School Planning of the State Department of Public Instruction be expanded and strengthened; that the State Board of Education appropriate adequate funds for research and development in the area of school facilities; that the State provide from current revenues at least $20,000,000 per year for assistance to school administrative units for school construction; that the Division of School Planning serve as a coordinating agency for interpreting building needs in terms of current educational programs; and that the State Board of Education be provided with the necessary statutory authority to require long-range planning for total school improvement, including the financing of capital improvement.

References Cited in the Text

[1] *Summary of Statistical Data on School Transportation,* Raleigh: Division of Transportation, State Board of Education, 1966-67.

[2] Governor Dan Moore, *Remarks at the Governor's Conference on Public School Education,* Raleigh, North Carolina, August 25, 1967.

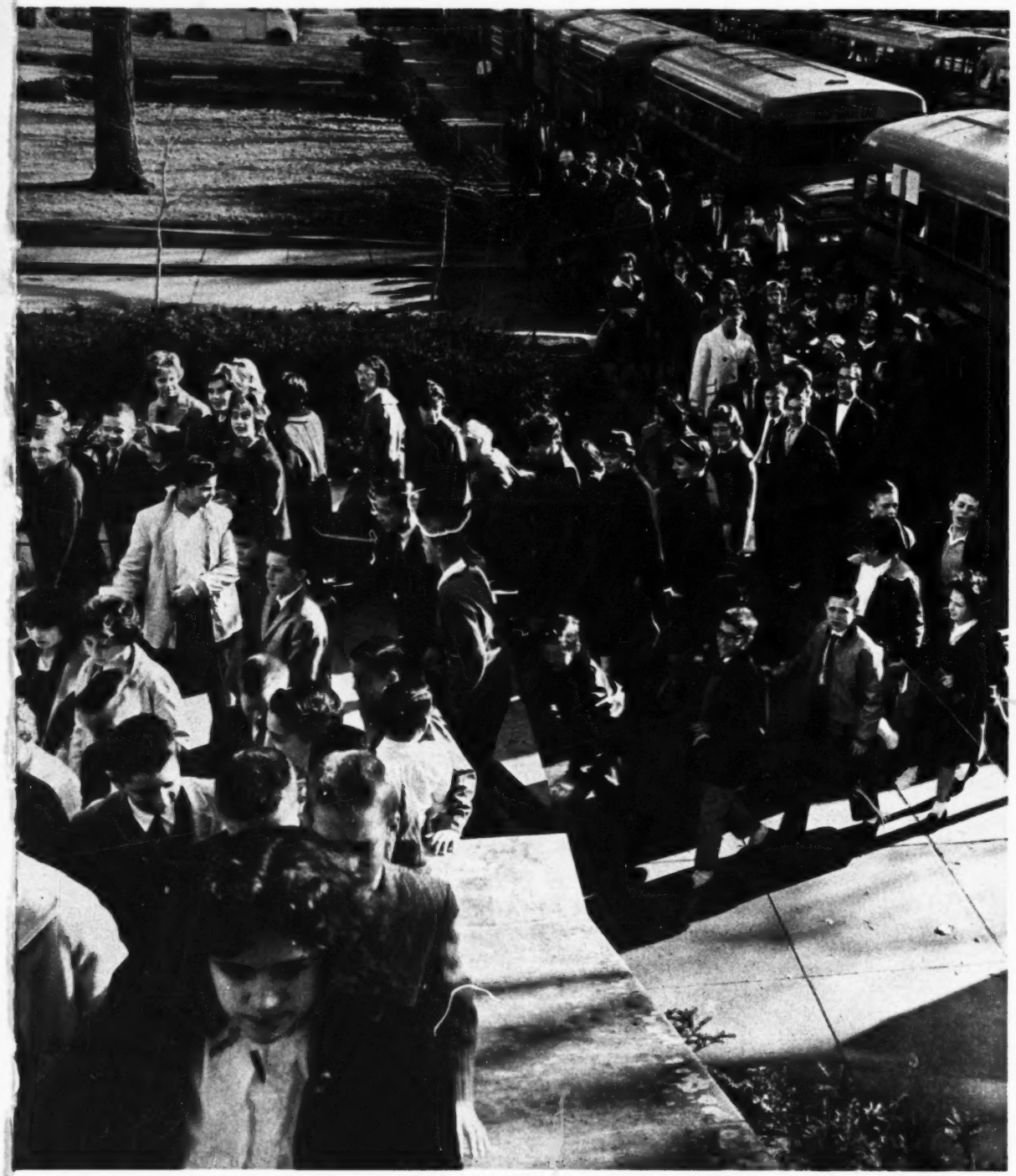
[3] Statistical data in the section on School Facilities were obtained from the Division of School Planning, State Department of Public Instruction, and from research by the staff, Governor's Study Commission on the Public Schools, Raleigh, North Carolina.

Part 6

Financing the Public School System

Chapter 18

Sharing Financial Responsibility



The lack of adequate investment is the paramount financial problem of education in the United States. In 1966 approximately 4 per cent of personal income was spent on current operating expenses for public schools. If the demands for the improvement of existing programs and the additions of new ones are met, the nation may have to increase its investment in education to a minimum of 10 per cent of personal income. North Carolina may be expected to reflect this general trend. The extent of investment will be a major factor in shaping the educational goals of the future.

The problems of financing the public schools of North Carolina may be classified in three categories: educational conditions requiring additional funds; disparities between the tax system and the economic capability of the State; and diversity of support arising from inadequate structure of some school administrative units in the State.

In the new era of public education in North Carolina, pupils are expected to enter school earlier and learn more during their years in school. In order to provide pupils with the education they need, most school programs must be improved. Potential dropouts need more help in securing appropriate experiences in secondary schools. Expanded special services to pupils and auxiliary services will require part of the education dollar. Provisions for capital improvements should be planned on a systematic rather than an intermittent basis. These and other conditions necessitate a substantial increase in the State's investment in the education of its future citizens.

An examination of the tax system in North Carolina reveals many disparities between the yield of tax dollars and the economic capability of the State. Property valuation is low in comparision to that of other states. Valuations differ from region to region in spite of the legally required reassessment every eight years. Income is not necessarily spent where it is earned. This fact partially invalidates retail sales as a single index for determining local support capability.

The pattern of local financial support for schools is one of diversity. The structure of school administrative units and local sources of revenue vary from county to county. Some counties contribute primarily to capital outlay expenses. Other counties, in addition to the costs of capital improvements and debt service, make large contributions in support of current operating expenses. The operation of more than one school administrative unit in a county further complicates the pattern of local financial support. Currently, the number of school administrative units within a county ranges from one to six with most counties having two such units.

School Finance in North Carolina

The Constitution of the State of North Carolina provides for public education in the following ways.

> The people have the right to the privilege of education, and it is the duty of the State to guard and maintain the right.
>
> Religion, morality, and knowledge being necessary to good government and the happiness of mankind, schools and the means of education shall forever be encouraged.
>
> The General Assembly shall provide by taxation and otherwise, for a general and uniform system of public schools, wherein tuition shall be free of charge to all the children of the State between the ages of six and twenty-one years.[1]

Prior to 1900, public education in North Carolina was financed primarily by local support and contributions, with limited State funds on a per capita basis. In 1901 the General Assembly made an appropriation of $100,000 to the public schools and authorized the continuation of an equivalent fund. This action was the first attempt to equalize educational opportunities for all children in the State.

In 1911, by constitutional action, the school term was lengthened to six months. Appropriations continued to increase until a six-months term was provided chiefly by a State property tax in 1919. At that time, the basis of support for high schools was made the same as the basis for elementary schools.

In 1931 the General Assembly passed the School Machinery Act, providing for a fair and equitable distribution of the school funds to all counties of the State and the extension of the school term to eight months. This Act, as amended in 1933, placed the major responsibility for school support upon the State and created the State School Commission to administer the system. This revolutionary legislation abolished all existing *ad valorem* taxes and enacted a general State sales tax to finance the State program of education.

According to a 1948 study, the State's plan for financing education prior to 1933 failed for these reasons: a world-wide depression which caused a rapid decline in State and local funds; the lack of a satisfactory plan for determining the taxpaying ability of the school administrative units; the failure of the State to include provisions for school buildings and other essential elements of school costs; poor rural school organization; and the failure of the State to provide sufficient funds from State administered taxes to finance its fair share of the costs of an adequate basic program of education for all children.[2]

The School Machinery Act left with the General Assembly the responsibility for determining educational programs through its authority to allocate specific amounts for specific line-items in the budget. Since limited local financial participation was required, the State-financed program became the standard program. Such a system of State support was, and is now, an unusual departure from established finance programs in other states. The basic structure of school finance in North Carolina has not changed since 1933. As new programs were added, new specific line-items appeared in the State budget.

Local, State, Federal Ratios

The pattern of financial support for current operating expenses of public schools has made the cycle from a

predominantly local support plan to a predominantly state-supported plan of finance. As shown in Chart D, the State percentage of current operating expense increased from 16 per cent in 1927-28 to a high of 75 per cent in 1965-66, then decreased to 68 per cent in 1966-67. Trends towards decreasing State and local support, and increasing federal support, are evident in the financial picture of North Carolina public schools.

CHART D

EMERGING FINANCIAL SUPPORT PATTERN FOR CURRENT OPERATING EXPENSE IN NORTH CAROLINA (FOUR SELECTED SCHOOL YEARS)[3]

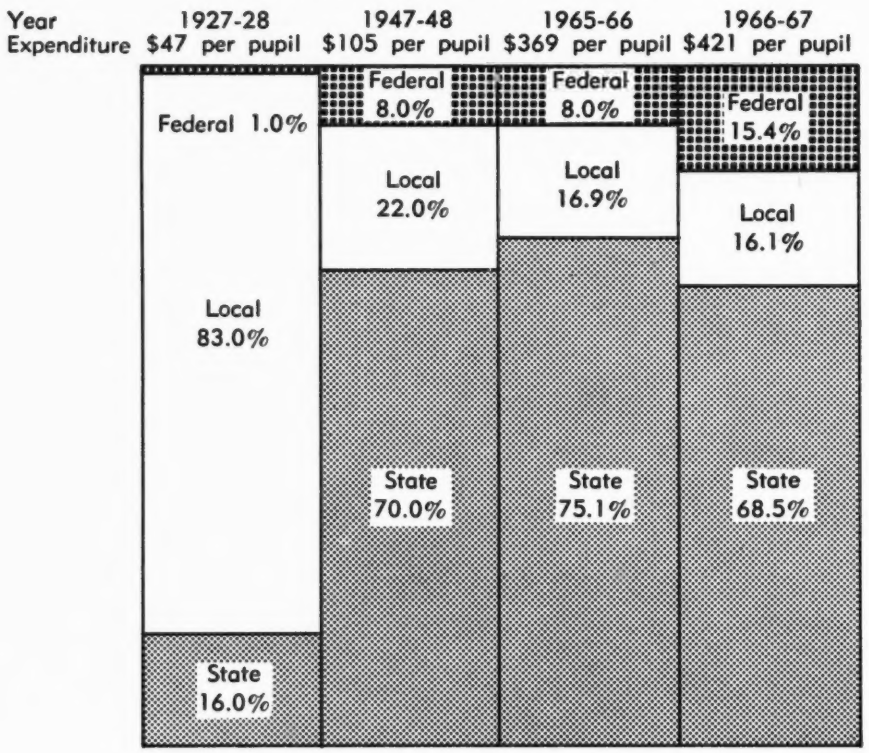


CHART E

COMPARATIVE FINANCIAL SUPPORT PATTERN, CURRENT OPERATING EXPENSE[4]

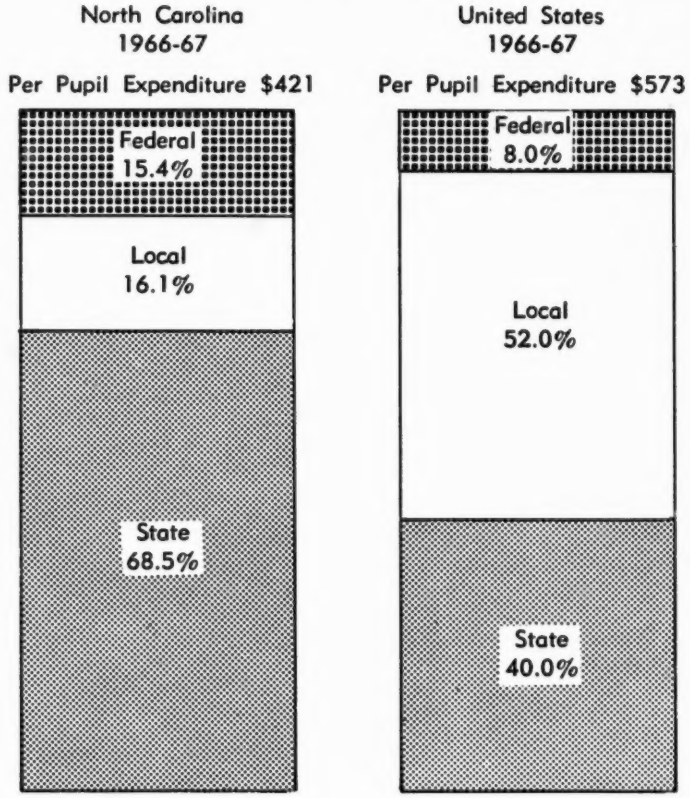
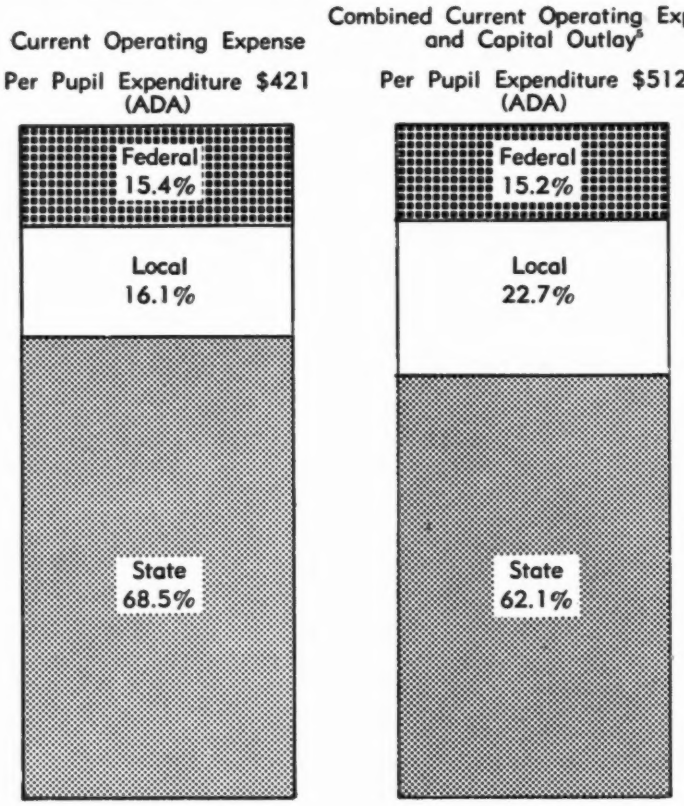


Chart E compares the support pattern prevalent in other states with the pattern in North Carolina. Nationally, funds for public schools are proportioned by source as follows: 52 per cent local, 8 per cent federal, and 40 per cent state sources. Currently, North Carolina utilizes more federal and State funding and less local funding than the national average for the support of public schools.

Chart F indicates the comparison of financial support for current expense with support for current expense and capital outlay combined. Information about debt service is not included because a full accounting is not now available. The local contribution to capital outlay alters somewhat the financial support pattern. The federal percentage is essentially the same.

CHART F

NORTH CAROLINA CURRENT OPERATING EXPENSE COMPARED WITH COMBINED CURRENT OPERATING EXPENSE AND CAPITAL OUTLAY, 1966-67



Sources and Allocations of Local and State Funds

For more than thirty years, the State has assumed the major responsibility for current operating expense of the public school system. State revenue for this support is derived primarily from sales and income taxes, a combination which taps wealth irrespective of location. The *ad valorem* tax is reserved as the principal source of revenue for county operation, including local schools, from which capital outlay and additional funds for current expense are derived. North Carolina ranks 44th among the states of the nation in current expenditure for each pupil based on average daily attendance.[6] Both State and local governments need to provide increased revenue for the support of schools.

State funds are allotted to administrative units for most items of annual operating expense. However, expense for maintenance of plant, audits, attorney fees, elections, insurance, and certain other operating costs do not come from State allocations. These costs must be borne by the local administrative unit. Local units may supplement State funds in any areas of expenditure by a local current expense fund upon approval of the county commissioners or by a special supplementary tax approved by the citizens. In the 1966-67 school year, 16.1 per cent of current expenditures for public schools came from local funds to extend State funds for current expense. The extent of this local effort among the administrative units ranged from a low of 5.1 per cent to a high of 34.7 per cent. During that school year, eight of the 169 school administrative units provided more than 25 per cent of the financial support for current expenditures from local funds.[7]

In North Carolina, the contributions of the State for current expense are distributed through ten funds which are described as follows:

Nine Months School Fund

Vocational Education Fund

Retirement and Social Security Fund

Trainable Children Fund
Driver Education Fund
Comprehensive School Improvement Fund
Professional Improvement of Teachers Fund
Elementary Textbook Fund
High School and Supplementary Textbook Fund
Textbook Clerical Fund

Each of the ten funds listed above has its own distribution procedures, some of which require intricate and duplicate accounting procedures. In the majority of cases, local expenditures are made by State voucher drawn directly upon the State treasury. In some cases local funds are advanced for expenses and later reimbursed by the State. Driver Education funds are requisitioned and advanced monthly to the administrative unit. Local units which supplement State funds must maintain a dual set of accounts—one for State expenditures and another for local expenditures. At times, invoices have to be split in order to pay a portion of the cost on State voucher and the remainder on local voucher.

Over 90 per cent of State funds are distributed through the Nine Months School Fund. The 37 categorical allotments under the Nine Months School Fund are listed as follows:

(1)	611-1	Salary: Superintendent
(2)	611-2	Salary: Assistant Superintendent
(3)	612	Travel: Superintendent
(4)	613-1	Salary: Clerical Assistants
(5)	613-2	Salary: Property and Cost Clerks
(6)	614	Office Expenses
(7)	615	County Boards of Education: Per Diem, Travel
(8)	617	Salary: Attendance Counselors
(9)	621	Salary: Elementary Teachers
(10)	622	Salary: High School Teachers
(11)	623-1	Salary: Elementary Principals
(12)	623-2	Salary: High School Principals
(13)	624	Instructional Supplies—General
(14)	624a	Instructional Supplies—Film
(15)	625-1	Salary: Supervisors
(16)	627	Clerical Assistance in Schools
(17)	631	Wages: Janitors
(18)	632	Fuel
(19)	633	Water, Lights, Power
(20)	634	Janitors' Supplies
(21)	635	Telephones
(22)	653	Compensation School Employees
(23)	654	Reimbursement for Injured School Children
(24)	656	Tort Claims
(25)	661-1	Wages: Drivers
(26)	661-2a	Gas, Oil, Grease
(27)	661-2b	Gas Storage Equipment
(28)	661-3	Salary: Mechanics
(29)	661-4a	Repair Parts, Batteries
(30)	661-4b	Tires and Tubes
(31)	661-4c	License and Title Fees
(32)	661-4d	Garage Equipment
(33)	661-5	Contract Transportation
(34)	661-6	Replacement of Major Items
(35)	661-7	Principals' Bus Travel
(36)	662	Libraries—Supplies, Repairs
(37)	664	Child Health Program

Formulas employed for the allocation of State funds to school administrative units in the 37 categories involve complicated factors of average daily membership (ADM), average daily attendance (ADA), plus contagion, the number of teachers allotted by the State to the administrative unit, and certain scheduled funds. Allotments are made by many different formulas; 124 pages of memoranda and directives were required to explain allotments, rules, and regulations for the 1967-68 school year.

State funds are controlled through an intricate accounting system that not only requires the reporting of expenditures in detail to the Controller's Office of the State Board of Education, but also involves forwarding to the Controller's Office duplicate invoices, check copies, and a daily transaction record in certain cases. At times, the meticulous requirements for use and accounting for State funds on certain specified forms discourage school administrative units from using modern accounting systems and electronic data processing.

Variation Among School Administrative Units

Despite mergers and consolidations, many small administrative units and schools remain, and their shortcomings are evident. Administrative costs are higher. The smaller the school unit, the greater the number of teachers and other employees that are necessary to provide a quality educational program for each 1,000 pupils. Due to isolation or population sparsity, some small administrative units may be necessary. Other units could be consolidated without creating undue inconvenience or hazards for pupils.

Ten years ago, James B. Conant recommended that a high school have a minimum of 100 pupils in the graduating class to function effectively as a comprehensive school. Greater efficiency and better utilization of teaching staff, as well as a low average cost for each pupil, can be achieved if a high school has more than twice the minimum enrollment recommended by Conant. Results of research show a definite relationship between school size and quality of program offerings. Counseling, other services, and enriched programs which provide pupils with high quality education are not usually available in small schools except at excessive costs.

In 1967-68 North Carolina had 735 schools offering high school courses. Despite the importance of both a comprehensive and specialized program in the high school, North Carolina has 202 high schools with enrollments ranging from 31 to 299 pupils. Over one-third of the number of high schools in the State enroll less than 300 students, a minimum size to provide a good program at a reasonable cost. One can conclude that an adequate secondary program cannot be offered in one-third of the high schools at an average pupil cost.

Table 9 reports enrollments of the four largest and four smallest high schools in North Carolina. In grades 10 through 12, Ocracoke had 31 students while Broughton had 2,638.

Table 9

Enrollment Eight High Schools
Grades 10, 11, 12, 1967-68*

Four Largest High Schools		Four Smallest High Schools	
School	Enrollment	School	Enrollment
Broughton (Raleigh Unit Wake County)	2,638	Ocracoke (Hyde County)	31
Garinger (Charlotte-Mecklenburg)	2,229	Taylorsville (Alexander County)	47
Fayetteville (Fayetteville Unit Cumberland County)	2,093	Mountain View (Graham County)	50
New Hanover (New Hanover County)	2,016	Hoffman (Richmond County)	50

* Source: Unpublished Data, State Department of Public Instruction.

The number of school administrative units is decreasing. In 1966-67, for which the latest cost data are available, there were 169 administrative units. In 1967-68 there were 160, and the 1968-69 school year began with 157 units. Yet, too many of the administrative units have too small a pupil population to provide an effective educational program at reasonable cost. Almost half of the number of pupils in the State are in the 25 largest administrative units. For example, during 1967-68 Mecklenburg's enrollment was twice as large as the total enrollment in the 25 smallest administrative units. Twenty-three units had enrollments of less than 2,000 pupils. Merger of very small units would bring greater financial efficiency in operational costs and improved educational opportunity for pupils.[8]

In addition to limited school programs, costs of administrative services are higher in the smaller administrative units

compared with larger administrative units. General control includes the costs related to the salaries of superintendents and their staffs and operation of the central office for the administrative unit. Table 10 shows the relationship between the cost per pupil for general control in 1966-67 for three large units and three small ones. Gaston spent the low amount, $4.93 for each pupil for general control; and Tryon the high, $28.03. Chowan ranked high in per pupil expenditure for general control ($24.11) and ranked fourth in per pupil expenditure ($338.92) for all State funds.

Table 10

Comparison of Selected School Administrative Units Per Pupil Expenditure for General Control with Total State Funds for Current Expense, 1966-67 [9]

School Administrative Unit (N: 169)	1966-67 Enrollment	Per Pupil Expenditures for General Control	Rank*	Per Pupil Expenditure State Funds	Rank**
Gaston	24,133	$ 4.93	1	$ 278.87	155
Caldwell	11,589	5.21	2	282.77	142
Greensboro	30,873	6.51	5	282.16	144
Chowan	807	24.11	162	338.92	4
Morven	970	26.01	163	302.62	60
Tryon	832	28.03	166	327.39	10

* Rank: low expenditure to high
** Rank: high expenditure to low

Differences exist also among school administrative units in expenditures from local funds for each pupil. Ability to provide financial support from local sources varies, especially in relation to county and city administrative units. Effort exerted by local governments in support of schools also varies. A comparison of financial support effort and financial support ability for each administrative unit indicates apparent lack of effort on the part of a number of county and city units.

Table 11 indicates the expenditure for each pupil and selected administrative units' rank in utilizing local funds for current operating costs during 1966-67. Hendersonville unit ranked first with the expenditure of local funds of $171.20 for each pupil. The lowest amount of local funds expended by an administrative unit for each pupil was $19.63. The average expenditure from local funds for each pupil was $52.29.

Table 11

Per Pupil Expenditure, Local Funds for Current Expense, Selected Administrative Units 1966-67 [10]

School Administrative Unit		Per Pupil Expenditure	Rank
Hendersonville		$171.20	1
Mecklenburg		166.47	2
Currituck		102.89	13
Alexander		22.05	167
Yancey		20.19	168
Onslow		19.63	169
Per Pupil Expenditure	Low	$ 19.63	
	High	171.20	
	Median	52.29	

The Commission has made recommendations earlier in this report in regard to the merger of small administrative units and the consolidation of small schools. Such reorganization is needed not only to reduce the excessive operation costs, but also to provide more adequate instructional programs and services. The administrative units which received the largest sums in State funds for each pupil were those with small enrollments. On a per pupil basis, each of 102 administrative units received more State funds than did any of the ten largest administrative units in 1966-67.

Table 12 shows the average pupil expenditure from State funds for the administrative units ranking the highest and lowest in amounts for current expense. The three administrative units—Cherokee, Alleghany, and Polk—receiving the highest amounts of State funds had less than 4,000 pupils enrolled in each unit.

Table 12

Per Pupil Expenditure, State Funds for Current Expense, Selected Administrative Units 1966-67 [11]

School Administrative Unit	High Per Pupil Expenditure	School Administrative Unit	Low Per Pupil Expenditure
Cherokee	$365.85	Onslow	$265.96
Alleghany	340.32	Glen Alpine	262.21
Polk	339.44	Cumberland	259.41
For All Administrative Units		Low $259.41 High 365.85 Median 295.67	

Differences exist between the wealth of counties in North Carolina and their ability to support public education. Equalized valuation is the measure of wealth in individual counties. Equalized valuation per pupil indicates the actual ability of a county to provide funds from local sources in support of schools. Table 13 shows that in 1966-67 Mecklenburg was first in the ranking of counties by equalized valuation; it had more wealth than any other county in the State. When valuation per pupil was determined, Mecklenburg ranked sixth in its ability to support education from local sources. Dare, which ranked 84 in equalized valuation, ranked first in its ability per pupil as measured by equalized property evaluation. Robeson had the least wealth supporting each pupil. Counties in the State rank from a low of $8,194 per pupil in property wealth to a high of $35,030, indicating that some counties have four times greater potential ability to support good education for each child than other counties have.

Table 13

Equalized Valuation Per Pupil Enrolled Nine Selected Counties, 1966-67 [12]

County	Total Equalized Wealth	Rank Equalized Property Wealth	Equalized Valuation Per Pupil	Rank Equalized Wealth Per Pupil
Mecklenburg	$2,160,170,982	1	$27,347	6
Guilford	1,864,105,440	2	28,484	5
Forsyth	1,560,777,959	3	32,074	2
Wake	1,224,429,920	4	26,287	12
Dare	50,512,756	84	35,030	1
Warren	55,697,238	82	9,754	97
Bertie	65,737,984	75	9,570	98
Caswell	50,517,213	87	9,302	99
Robeson	222,544,880	30	8,194	100
For All Counties, Equalized Valuation Per Pupil:			Low High Median	$ 8,194 35,030 16,919

Using the tax rate on equalized property valuation as a measurement of effort, it is readily apparent that extreme differences exist among the 100 counties of the State in relative effort exerted. Table 14 shows that the equalized 1966-67 total tax levy for all school purposes in Mecklenburg was $1.02, while the comparable levy in Yancey was only 13 cents. On this basis Mecklenburg's effort to support all school purposes was more than seven times greater than that of Yancey. (See Table 14, column for total levy for all school purposes.) A comparison of the current expense levies for Mecklenburg and Onslow counties shows an even greater difference. (See Table 14, column for current expense levy.)

High schools should be large enough to provide a comprehensive program at a reasonable average cost for each pupil. The size of the school should permit effective use of the teaching staff. Classes should be large enough for economic operation and teacher assignment should be within competency fields. In very sparsely populated areas high schools will be smaller because the cost of pupil transportation becomes a prohibitive factor.

Table 15 shows the cost of high school instruction for each pupil in English, mathematics, and science in selected schools with large or small enrollments. The cost for each pupil was $43.71 for English courses in Grimsley High School, enrolling 1,908 pupils, whereas the cost was $102, or more than twice as much, in Townsville High School. Excessive costs for

Table 14

Total Levy for All School Purposes on Equalized Property Valuation, 1966-67 [13] (Selected Counties)

County	Total Levy For All School Purposes	Rank	Current Expense Levy	Rank
Mecklenburg	1.02	1	.81	1
Forsyth	.67	2	.51	2
Lenoir	.73	3	.50	3
Johnston	.62	5	.44	4
Scotland	.67	6	.42	5
Yancey	.13	100	.09	95
Alexander	.20	98	.09	96
Mitchell	.23	96	.08	97
Yadkin	.37	69	.08	98
Graham	.24	95	.08	99
Onslow	.25	92	.04	100

instruction usually occur where the average class size is small.

Table 15 also indicates that the cost for each pupil was $48.96 for mathematics in Swain County High School where 587 pupils were enrolled. Again, the Townsville High School cost was considerably higher, $174.86, since the average class was seven pupils. The lowest and highest costs for instruction in science were $43.71 for Swain County and $122.40 for Townsville, respectively.

Table 16 shows the number of courses in certain large and small high schools. The largest high school, Garinger, offered six times as many courses as the smallest, Hoffman. The average number of daily preparations by each teacher ranged from one preparation at Garinger High School to three and one-half preparations at Hoffman.

Education today includes a number of services performed by specialized personnel both for instructional purposes and for pupil growth and development. In some school administrative units, such services are either excluded or provided on an inadequate and expensive basis due to the small size of the unit. Other administrative units depend largely on the State for personnel for special services due either to inadequate ability and/or effort at the local level. Table 17 shows differences in special services among eight administrative units. Greensboro, with an enrollment of 31,942 pupils, had a total of 139 special personnel serving in 11 different capacities.

Table 15

Comparison of Cost Per Pupil in State Funds, Teacher Salary, 1967-68 for English, Mathematics, and Science, Selected Schools

School	Subject Enrollment	Subject	Cost Per Student	Average Class Size
Littleton (Warren County)	179	English	$ 53.22	22.6
Spaulding-Monroe (Bladen County)	74	English	68.00	18.0
Hoffman (Richmond County)	71	English	76.50	16.0
Townsville (Vance County)	47	English	102.00	12.0
Swain County (Swain County)	587	English	51.00	24.4
Grimsley (Greensboro Unit-Guilford County)	1,908	English	43.71	28.0
Littleton	179	Mathematics	$ 61.20	20.4
Spaulding-Monroe	74	Mathematics	68.00	18.0
Hoffman	71	Mathematics	55.64	22.0
Townsville	47	Mathematics	174.86	7.0
Swain County	587	Mathematics	48.96	25.7
Grimsley	1,908	Mathematics	55.64	22.0
Littleton	179	Science	$ 47.00	26.0
Spaulding-Monroe	74	Science	72.00	17.0
Hoffman	71	Science	53.22	23.0
Townsville	47	Science	122.40	10.0
Swain County	587	Science	43.71	28.4
Grimsley	1,908	Science	53.22	22.4

Source: Unpublished Data, North Carolina State Department of Public Instruction.

Table 16

Number Course Offerings, Eight Schools—1967-68

High School	Number of Teachers	Number of Courses	Average Number Different Subject-Area Preparations Per Teacher
Garinger + 9th (Charlotte-Mecklenburg)	95+16	123	1.0
Durham + 9th (Durham City Unit-Durham County)	77+47	91	1.0
Bertie (Bertie County)	37	56	1.5
Andrews (Andrews Unit-Cherokee County)	16	37	2.3
St. Stephens (Catawba County)	33	43	1.3
Bartlett Yancey (Caswell County)	31	50	1.6
Spaulding-Monroe* (Bladen County)	6	22	3.0
Hoffman** (Richmond County)	T. Prin. + 4	19	3.5

* No teacher certified in mathematics, social studies, French, or typing. Non-teaching services available one hour a week of guidance and five hours of library services. Pupil-teacher ratio: 1 to 12.

** Teaching principal had five preparations, including out-of-field preparations in office practice, typing, and mathematics. One other teacher had five preparations. Pupil-teacher ratio: 1 to 18.

Source: Unpublished Data, North Carolina Department of Public Instruction.

Maxton, with 1,299 pupils, had less than four full-time persons performing duties in six areas. Halifax had no librarians or guidance personnel, and Glen Alpine had no guidance personnel.

There are wide variations in the per capita income among the counties. These differences present a serious disparity in ability of the various counties to provide adequate local funds for schools. Since taxes are paid out of income, the wide variations in per capita income present an important challenge to the State to devise a plan to compensate for low ability among local governments. This wide variance in ability among the counties raises serious problems in the financing of public education which depends upon support from local, State, and federal taxes.

Table 18 shows the per capita income in 1966 of eight counties. Mecklenburg County had the highest, $3,299; and Hyde County the lowest, $1,143. The median for all counties was $1,825.

Table 17

Special Personnel, Eight Administrative Units, 1967-68

School Administrative Unit	Special Functions Performed by Personnel													Total Pupil Enrollment
	Library	Guidance	Nursing	Attendance	Speech Therapy	Audio-Visual Coordination	Music Supervision	Food Services Coordination	General Supervision	Psychological	Special Supervision Art and Physical Education	Others	Total	
Greensboro	*(614) 52	(743) 43	3	4	2	3	5		4	4	7	12	139	31,942
Burlington	(786) 12½	(786) 5	1	1			1	1	3				24.5	9,822
Warren	(691) 8	(1844) 3	1	1			1	1					15	5,582
Halifax			1	1				1	4			1	8	11,113
Jones	(628) 5	(1569) 2							1				8	3,138
Swain	(663) 3	(995) 2	1	1		1			1				9	1,990
Maxton	(1299) 1	¾	1		.2	.5			.3				3.75	1,299
Glen Alpine	(656) 2½	0	0	1					.4				4	1,639

* The number in parenthesis indicates the ratio of pupils to one librarian or counselor.

Source: Unpublished Data, North Carolina Department of Public Instruction.

Table 18

Per Capita Income—Eight Selected Counties [14] Based on Estimated Population, 1966

County		Amount	Rank
Mecklenburg		$3,299	1
Guilford		3,078	2
Forsyth		3,043	3
Catawba		2,889	4
Vance		1,834	50
Warren		1,178	98
Gates		1,156	99
Hyde		1,143	100
For All Counties:	Low	$1,143	
	High	3,299	
	Median	1,825	

Capital Outlay

Capital outlay involves initial or infrequent expenditures related to facilities and equipment. The financing of capital outlay has been largely the responsibility of the school administrative units. Inadequate local support has led to poor physical facilities in many administrative units. This condition results in deficiencies which directly restrict instruction and related services and, therefore, hamper pupil accomplishments.

The Commission believes that there are two compelling reasons to include capital outlay in a plan of State and locally shared support. These reasons are as follows:

> Sharing capital expenditures would lead to the provision of physical facilities which would support a more adequate educational program.
>
> Capital needs should be related directly to requirements of the educational program and not to the local tax ability of an administrative unit.

A 1968 survey by the Division of School Planning, Department of Public Instruction, reveals that 10,355 classrooms were needed by 148 of the school administrative units. This number does not include 2,018 classrooms that were scheduled for construction at the time of the survey. Needs projected for ten years, 1968-1978, total 24,800 classrooms.

Ninety-one of 100 county and 14 of the 60 city administrative units have a total of $306,463,136 in outstanding bonds, including $3,000,000 of State loans. The indebtedness ranges from $2,000 in the Jonesville Special Tax District to $42,710,000 in Mecklenburg. Nine counties have no outstanding school bonds. Thirteen counties have a total of $122,818,000 of authorized unissued school bonds.[15]

The legal school debt limitation in 47 counties is 5 per cent of the assessed valuation, while in 53 counties the debt limitation for schools is 8 per cent of the assessed valuation. Although the total bonded indebtness of a county, as well as the credit rating, is an important factor in determining the interest rate on school bonds, many counties have ample legal borrowing capacity for schools.[16]

Goals and Recommendations

The results of experience and research in public school finance have contributed to the establishment of policies and practices that have become canons of school support. While equality of educational opportunity is a commonly accepted ideal, perhaps a more appropriate term would be equitable opportunity. The Commission accepts the concepts that educational programs should differ as to local condition, need, and interest; that opportunities should be equitable; and that identical or uniform revenue and expenditure for each administrative unit are not sound criteria for the development of a finance plan.

Equitable opportunity is related to the capability of providing desirable educational programs for all children and recognizes that costs for each pupil may differ according to need. Several implications of this principle affect the State plan of school finance. Some reorganization of school administrative units will be required. The finance program should make possible the organization and operation of effective and

economical school administrative units and foster the discontinuance of inefficient operations.

It is unsound public policy to condone a philosophy of "Let the government—or the State—do it." Local effort, local responsibility, and local accountability should be necessary and expected. This means that each school administrative unit should be required to provide some support through local effort. The total finance plan should compensate for low ability. However, low ability is not an excuse for the failure of an administrative unit to make a significant effort. An area with low local support ability can exert as much effort as an area with high local support ability. The total plan should provide further support to those whose effort goes beyond a prescribed uniform level. This continuing incentive fund should be geared to effort rather than matching grants, or should provide for variable rates of equalized matching. The required local effort ought to be established at a level that will leave the school administrative unit some optional leeway in exceeding the prescribed level. Each school administrative unit should have a reasonable capability to participate in incentive programs.

At this time, North Carolina should move toward a consolidation and coordination of all financial resources for the support of the public education system. This total plan of school finance in the State should be based upon reasonable local support, State funds, and the recurring federal funds that go to all school administrative units. Annually recurring funds account for nearly 90 per cent of federal monies allocated to the State for education.

Two Major Goals

To strengthen the financing of education in North Carolina, the Commission makes two basic proposals. One is for the adoption of a minimum basic program of finance, and the other is for the establishment of an incentive fund to stimulate additional local effort in the support of schools.

163. The Commission recommends that the State Board of Education set policy calling for adoption in North Carolina of a MINIMUM BASIC PROGRAM to finance the public school system. Such a program is designed to support all essential elements of public education desired by the people of the State. It is further recommended that the budget of the MINIMUM BASIC PROGRAM consists of the consolidation of local, State, and federal funding which is sufficient to achieve an average expenditure for each pupil that assures equitable educational opportunity for all pupils in the State.

164. Above and beyond the Minimum Basic Program, the Commission recommends that the State of North Carolina establish an INCENTIVE SUPPORT PROGRAM which rewards counties that exceed the mandated local share of the Minimum Basic Program; and that in order to qualify for incentive funds, local boards of education and tax-levying authorities must increase further their revenue for current expense.

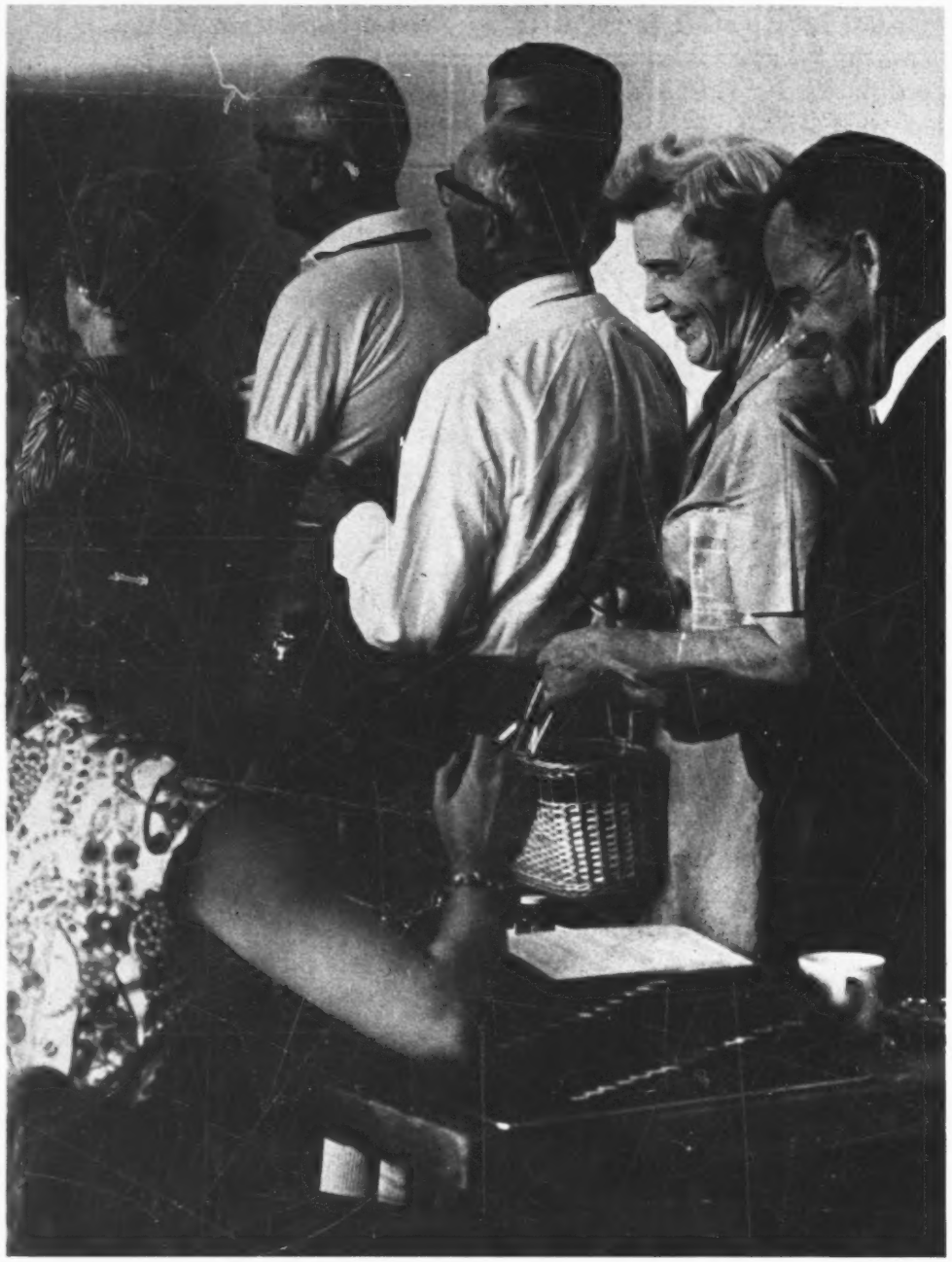
Certain steps must be taken if the State is to realize the full benefit of these two recommendations. There are six requirements for the implementation of the Minimum Basic Program and the establishment of the Incentive Fund. The Commission recommends that the following steps be taken:

Determine essential elements of the public educational system.

Establish a minimum average expenditure for each pupil based upon average daily membership, ADM.

Change the budgeting process from line-item restrictions to four general appropriations in Personnel; Materials, Supplies and Services; Research and Development; and Auxiliary Services.

Require a uniform local effort that is equivalent to a tax-levy of 22 cents per $100 of true valuation plus the yield of one-half cent sales tax on the previous year's retail sales.



Increase the State's share of the Minimum Basic Program through available sources.

Designate the State Board of Assessment or other appropriate body to maintain current statistics on true market value or equalized valuation of property.

Local Responsibility

Adequate financing of schools at the local level is dependent on two factors. An informed and concerned citizenry is necessary, and a cooperative relationship must exist between the local board of education and the local tax-levying authorities. The latter relationship is a critical issue in North Carolina since a local board of education has no fiscal authority. A local board of education should involve commissioners, laymen, and professional staffs in its planning for schools. These groups should be familiar with State and federal support programs. The tax-levying authority should possess an understanding of the scope of adequate educational programs, the varying needs of youth, and the resources needed to support an adequate program. Likewise, the tax-levying authorities should seek to understand the responsibilities of the local board of education and recognize the importance of strong educational programs in their communities. The State Board of Education, State Association of County Commissioners, the Institute of Government, the State School Boards Association, and other statewide organizations can furnish leadership. These resources should be utilized in the development of constructive relationships between local boards of education and local tax-levying authorities.

The North Carolina public school system will continue to require greater financial support. In meeting the increased demands for school funds, it is particularly important that local governing bodies become involved in the support of schools. The present local property tax structure does not provide sufficient funds to do the job. Excellent progress has been made through legislation which requires reassessment

and results in more uniform assessment and valuation ratios throughout the State.

A national tax survey was completed by an Advisory Commission on Intergovernmental Relations in 1967.[17] The report indicates that most taxes in North Carolina are not high in relation to those of other states. The survey shows that property taxes are relatively low in North Carolina. In only six other states does the individual pay a lower property levy based on each $1,000 of personal income. However, it will be difficult—if not impossible—to obtain sufficient local school support from the property tax in many counties in North Carolina.

165. The Commission recommends that legislation be enacted giving local tax-levying authority more sources for obtaining revenue for the various responsibilities of local government, including schools.

Consolidating Federal Funds

An educational program appropriate for all pupils requires planning and a considerable investment. The complexity of the program and the amount of funds involved make long-range planning essential. The individuality of each community requires that a large share of this planning be accomplished at the local level of responsibility.

A fundamental role of the State Board of Education is to manage State and federal funds for the support of education. The amounts and diversity of federal funding for the various categories of educational service are increasing. By consolidating such funds, it would be possible to receive fewer applications for federal funds from each school administrative unit; therefore, the local unit would be held responsible for a less complex accounting and evaluation report. The State Board of Education could simplify its own rather complex organization for administering federal program funds. The State Department of Public Instruction now designates a State education officer to coordinate separate federal programs. Such action is required by federal legislation in the case of vocational education. The State agency also has coordinators for ESEA Titles I, II, III, and for NDEA Title III, as well. The State probably will designate an additional coordinator to administer portions of the new Education Professions Development Act.

Educational planning is difficult when funds come to school administrative units in a piecemeal fashion. Currently, funds are distributed at varying times of the year for a variety of purposes. The use of federal money often results in fragmented educational programs, some ending during the school term. A consolidation of federal funds which recur consistently for public education in North Carolina should result in better educational opportunity for pupils through better utilization of money.

Several benefits could result from the consolidation of federal funds. Categorical allocations of funds are highly restrictive and cumbersome at the local level. Some school administrative units may lack a tradition or capacity for planning; therefore, coordinating several federal programs into one package might promote more manageable planning. Time now spent in meeting the separate program requirements could be given to substantive program development and evaluation.

166. The Commission recommends that consistently recurring federal funds for public school education in North Carolina be consolidated and allocated through the State Board of Education as the federal part of the fund for the Minimum Basic Program.

The United States Office of Education is encouraging state education agencies to package or consolidate resources in their financial programs. Ultimately, the consolidation of federal programs will lead to a major simplification of complex reporting and accounting relationships between the State education agency and the U. S. Office of Education, as well as to the relief of school administrative units. Techniques for the

packaging of programs by local units are now being determined by the U. S. Office of Education. This trend has promising possibilities for State programs as well.

State Responsibility

In order for North Carolina to respond to new directions in public education, important changes are needed in school finance and in a plan for financial support. Each legally constituted body should strive to utilize its resources to the fullest in setting and maintaining directions for public education. The State Board of Education should determine policy which is needed for long-range planning. The General Assembly needs to become aware of the danger of becoming involved in legislating educational practices. Procedures for financing public education should promote imaginative and sound long-range planning.

Current State funding procedures encourage categorical programs and allow for little flexibility in program planning at either the State or local levels. Funds for professional personnel are presently allotted in 25 categories from several offices. Such an approach creates unrealistic restrictions and tends to result in fragmented educational programs. Some of the problems are caused by line-item appropriations by the General Assembly. The situation is compounded by the restrictions placed on the State Board of Education and compartmentalization within the State Department of Public Instruction.

At this time, the State Basic Program is highly structured. It includes extremely centralized budgeting and accounting controls concentrated at the State level. The State Board and local boards of education, in particular, have little discretion as to the utilization of funds. This approach results in a minimum of local leadership in developing educational programs based on local needs and contributes to a uniform, inflexible system throughout the State.

Each region of North Carolina has peculiar characteristics which demand educational programs designed to meet local needs. Creative planning and effective leadership by local boards of education are difficult to achieve under the present highly-centralized system. As the regions of the State develop further, the need for local and regional initiative will increase.

167. The Commission recommends that the State Board of Education, exercising its authority for public education in North Carolina, develop further its plan for the future direction of education in the State; and that this plan be made available to all local boards of education and interpreted to the people, thereby making it possible for local boards of education to determine their future directions based upon consideration of the State Plan and the particular requirements of the area being served.

168. The Commission recommends that the local educational plan, including proposed funds from all sources, be submitted by the local board of education for approval to the State Board; and upon meeting certain criteria assuring equitable educational opportunity for students, receive through the State Board the federal and State allocations of the Minimum Basic Program, subject to legal limitations on expenditures and accounting.

Adoption of these recommendations will require that each local board of education have the benefit of its own treasurer.

169. To promote local responsibility and facilitate planning by local boards of education, the Commission recommends that all local boards of education be authorized to appoint their own treasurers who would work in the offices of these boards.

If the State is to reap the benefits of the recommendations given above, then certain changes must occur in the procedures

for the budgeting of funds for public education. The following procedures are necessary:

That the State Board of Education exercise its authority with more flexibility in administering funds appropriated for the State school system, subject to accountability to the General Assembly of North Carolina.

That local boards of education be given more responsibility to plan programs using State funds under general guidelines provided by the State Board of Education and based on plans developed locally and submitted for approval to the State Board of Education and accountable thereto.

That the State Board of Education allot State and federal funds to the school administrative units by March 1 preceding the school term for which funds are allocated.

That the local tax-levying authority authorize the budget for schools soon after January 1, but no later than April 15, for the approaching school year.

That the State move immediately to consolidate all federal funds for educational programs which now or subsequently may come under jurisdiction of the State Board of Education for review or approval.

That State funds be allotted directly to the school administrative units, to be expended by local boards of education, based upon budgets developed by these boards for the provision of educational programs within the units, subject to the legal limitation on expenditures and accounting the State may provide.

That State funds be distributed directly to the administrative units in the form of periodic payments. School administrative units should be required to maintain adequate financial records, but duplicate record keeping at the State level should be eliminated. Controls over State funds allotted to administrative units should be exercised through sound auditing procedures rather than through accounting procedures.

Capital Improvements. The State should assume partial responsibility for a consistent allocation for capital outlay as it provides its share of the Minimum Basic Program. Future growth of school populations in some administrative units and the demands for other services from the local government will prohibit adequate financing of all capital needs from local funds. Administrative units experiencing a loss in pupil population also may have serious capital needs. Outdated facilities, need for consolidation, and low tax bases are problems faced by these units. In the future, spiraling interest rates may prohibit sufficient borrowing to finance needs. Since 1945, the State—through allocation of surplus funds and two bond issues—has allocated to school administrative units the equivalent of ten million dollars a year.

170. The Commission recommends that the State become involved systematically in providing funds for capital improvements and that the State share of the Minimum Basic Program include such funds on a regular, annual basis. It is also recommended that funds for capital improvements be allocated only after the development of plans by local boards of education and approval of such plans by the State Board of Education. Criteria for these plans should include the benefits of school consolidation and the merger of small school administrative units.

Planning for Facilities. Outmoded and inefficient school facilities are not solely attributable to financial limitations of a community. Local apathy, traditions, and costly perpetuation of small administrative units also may contribute. While progress has been made, too many children attend school in inadequate facilities.

171. The Commission recommends that the State Board of Education expand its leadership role in the area of planning for school facilities and that greater assistance be given school administrative units to accomplish more adequate planning.

Bond Credit Ratings. Bond credit ratings are becoming particularly significant in the capital financing of county school bonds. While these ratings are directed toward the investor, the local governing body should periodically furnish the

rating services with financial data to update the information about its credit capacity. Assuming good fiscal management and progress, this will mean lower interest costs over a period of time. Refinement of information is important because the rate of interest may vary within the same bond grade by as much as one-fourth of 1 per cent. On a bond issue in the amount of one million dollars for a 20 year period, this could mean a total savings of as much as $50,000 of local tax funds. The county finance officer has the primary responsibility for preparing this information. The school administrative unit should give the county accountant information, such as school enrollments for the past ten years and projected future enrollments. Additional data should include, in detail, the number of available classrooms and teachers for future projections and a breakdown of revenue and expense for the administrative unit with a classification of State, federal, and local support.

172. The Commission recommends that the State Board of Education and the Local Government Commission cooperatively make available to local boards of education and county commissioners sufficient guidance to insure that school administrative units are providing adequate information about their credit capacities in order to secure the lowest possible interest rates.

Implementing the Recommendations

In the preceding two sections of this chapter, the current method of financing public education in North Carolina and the variation in capability of administrative units were reviewed. Also, the need for changes in financing public education was analyzed. The implementation proposals in this section are based upon the preceding findings and recommendations. They seek to build upon the strengths of the present program and to make needed improvements. The projections serve only as examples and are subject to change as the State Board of Education and the General Assembly develop budgets and appropriate funds. However, the principles of the finance program proposed by the Commission will remain the same as varying amounts are fed into the pattern of school support.

The Commission believes that support for public education in North Carolina has two principal aims. One, educational programs should assure each child an equitable educational opportunity. Two, a pattern of expenditure should exist that not only is efficient and economical, but also is equitable to all taxpayers.

The Commission recommends the adoption by the State of North Carolina of two procedures for the financing of its public school systems. First, the Minimum Basic Program is proposed which consists of local funds, the regularly occurring federal funds, and State funds for education. The Minimum Basic Program should be divided into four basic appropriations for the purpose of providing for personnel, materials and supplies, administration and development, and auxiliary services. The second proposal of an Incentive Support Program should take effect over and beyond the support of the Minimum Basic Program. Incentive funds will permit participating administrative units to enhance and enrich their particular objectives as desired.

Unit-Cost Analysis

Table 19 presents the unit-cost analysis of financing public education in the State. The projection was made to obtain the per pupil expenditure and is based on the principles of the Minimum Basic Program. The program has four funds and the unit-cost is determined for the various items within each fund. For example, the total number of classroom teachers in the State multiplied by the average annual teacher's salary gives the unit-cost for instructional personnel. When the unit-costs are computed for each fund, totaled as a sum and divided by the number of pupils in the State, the resulting amount represents the annual per pupil expenditure. In this

projection, the average amount to be expended is $587 for each pupil. The amount, of course, may vary according to the educational plans of the State for its school system and the amount of money available to support public education.

Table 19

Unit-Cost Analysis To Obtain Per Pupil Expenditure*

Unit	Total Cost
I. Instructional Personnel (73,198 persons at average salary of $6,657)	$487,247,000
II. Instructional materials supplies, and services (Instruction materials, health, and in-service training for personnel)	44,160,500
III. Administration and Development (Research and development, plant operation and maintenance, fixed charges, and capital outlay)	137,628,940
IV. Auxiliary Services (Transportation and food services)	46,000,000
TOTAL	$715,036,440
Total Cost	$715,036,440
Total Enrollment	1,218,120
Per Pupil Expenditure	$587

* Cost estimates based on the 1967-68 budget of the State Board of Education and may be altered to any desired level.

Minimum Basic Program

Much has been said about the need to reach the national average in school expenditures in North Carolina. Various groups interpret this goal according to their special interests. The Commission applies this unit of measure to teachers' salaries. Other groups may apply the term to per pupil expenditure, capital improvements, and/or instructional services. The term national average, without further definition, is not an accurate unit of measure since its meaning is dependent upon the inclusion of various factors. Its applicability to North Carolina is questioned on the grounds that some school related services cost more or less in this State than in other states. An example is transportation; the reported national average cost in 1963-64 for each pupil was $39 while the average cost in North Carolina was $13.[18]

Members of the Commission's Advisory Committee on Finance and consultants have emphasized the need to base the school support program on a unit-cost figure which would include all the expenses involved, computed at North Carolina prices. A projection was made to do this. The Minimum Basic Program includes in this unit-cost analysis those services and materials considered to be essential for a sound educational program. One exception is debt service. While debt service could be included, it would require a detailed study of each school administrative unit in the State and the creation of a formula which would be fair to each unit. The same result could be accomplished by permitting administrative units to use their allocations for capital improvement to retire bonds. Such decisions are left to the State Board of Education and the General Assembly.

The Minimum Basic Program defines the minimum level of public school expenditure required in each county. It seeks to assure a basic educational program for every child in the State. In this sense, it is—or should be—a mandatory program. Moreover, the Minimum Basic Program should be financed by taxes levied equitably on all taxpayers in the State.

The county is used in this finance plan as the base for determining both sources of revenue and the required expenditure for each pupil. Until the county becomes, as recommended in Chapter 13, the school administrative unit, it will be necessary to establish additional procedures to determine shares and allocation of funds for administrative units in the Minimum Basic Program.

The plan for the Minimum Basic Program seeks to avoid the rigidity which characterizes most foundation programs and makes the local governing bodies participating partners in changing costs of the basic State school system. When the cost of the program is increased, each governing body's contribution is increased proportionately. Similarly, if the cost of

the basic program declines, each unit's share is reduced proportionately.

To develop the Minimum Basic Program, it is necessary to compute the percentage of the cost of the basic school program in each county to be paid by the State. The computed percentages are related to the taxable resource of the county. Thus, each county is required to contribute in proportion to its ability to pay. Earlier, the unit-cost was determined as $587 for each pupil, making a total of $715,036,440 required for the Minimum Basic Program for the State's public school system.

Table 20 shows a projection of funds required in ten counties as their financial need under the Minimum Basic Program. The amount required is simply the number of pupils in each county multiplied by the average expenditure of $587 for each pupil. Local, State, and federal shares of the Minimum Basic Program required to support public education in each county will be presented later.

Table 20

Projection of Funds Required for Minimum Basic Program for Ten Counties at Per Pupil Expenditure of $587.00

County	Enrollment (1967-68)	Amount Required
Alamance	22,792	$ 13,378,904
Cabarrus	18,442	10,825,454
Clay	1,245	730,815
Forsyth	49,453	29,028,911
Gaston	34,360	20,169,320
Iredell	16,971	9,961,977
Mecklenburg	81,973	48,118,151
Scotland	8,145	4,781,115
Union	12,529	7,354,523
Yancey	3,047	1,788,589
Total for 100 counties*	1,218,120	$715,036,440

* See Appendix E, for complete list of counties.

It is necessary to determine the amount required from the one hundred counties in meeting the total expense of the Minimum Basic Program. Since each county's share is based on ability to participate, some measures of capability are required. Throughout this study, the Commission's Advisory Committee on Finance and its consultants recommended equalized valuation of property and per capita income as dependable and useful measures of ability. Therefore, these two measures were selected as criteria used in determining the potential of each county to contribute to the Minimum Basic Program.

To determine the county share, it is necessary to establish an equalized tax rate which is reasonable for each county and a means of measuring per capita income. The median equalized tax rate for current expense in 1966-67 was 22 cents. This median was selected as the factor to apply to equalized property valuations. Sales tax collections are used frequently as measures of per capita income; therefore, a one-half cent retail sales tax levy was applied as a reasonable expectation of each county to raise funds. Thus, a 22 cents equalized levy and a one-half cent retail tax are the two instruments employed to determine each county's share of the Minimum Basic Program. It is not suggested that these widely used instruments were applied to determine local ability to contribute to the Minimum Basic Program. The median current expense rate of 22 cents and the one-half cent retail sales tax levy might be set at any level, depending upon how much is required of the local governing body. The counties provide sufficient funds, when added to available federal funds, to produce approximately 25 per cent of the required amount of the Minimum Basic Program. Thus, the program is based on approximately 25 per cent funds combined from local and federal sources and 75 per cent funds from State sources. This ratio is in keeping with national trends and the recommendation of specialists in school finance.

The next two tables present local ability of eight counties to share in the Minimum Basic Program through the application of the two measures described. Table 21 indicates the

increases in rates and amounts required to increase county rates to 22 cents and the amount such an increase in the tax levy would yield. Of course, some counties are already above this rate. The total given in the extreme right-hand column indicates the amount resulting from all counties below the 22 cents rate moving to this rate.

Table 21

Projected Increases in Rates and Amounts Required to Reach the 22¢ Levy for Eight Counties

County	Old Rate	Amount of Yield of Old Rate	Increase in Rate to Reach 22¢	Amount 22¢ Rate Would Yield
Alamance	22.64	$ 1,120,175	——	$ 1,088,516
Cabarrus	14.51	645,000	7.49	978,186
Forsyth	51.24	7,997,246	——	3,433,716
Iredell	17.98	590,770	4.02	723,052
Mecklenburg	81.26	17,553,117	——	4,752,374
Onslow	4.00	83,420	18.00	458,810
Scotland	41.90	475,266	——	249,546
Yancey	9.00	47,699	13.00	116,600
Total for 100 counties*		$75,050,045		$54,395,419

* See Appendix F for complete list of counties.

Table 22 reports the projected yield of a one-half cent retail sales tax levy being applied to eight counties and the total amount for the one hundred counties.

Using the projected yields of the two measures of local ability described earlier, Table 23 shows the potential amount of eight county shares of financial responsibility in the Minimum Basic Program.

As was stated in the recommendations, all levels of government should participate in the Minimum Basic Program. The federal share was computed at the amounts available to administrative units in 1966-67. Included in the federal share were funds granted under ESEA, vocational education, impacted areas act, NDEA, and other appropriations. Since federal funds may fluctuate, the unit-costs can be changed, or

Table 22

Projected Yield of ½¢ Retail Sales Levy for Eight Counties

County	Amount of Retail Sales (000)	Amount ½¢ Levy Would Yield
Alamance	$ 131,800	$ 659,000
Cabarrus	95,491	477,455
Forsyth	310,597	1,552,985
Iredell	87,385	436,925
Mecklenburg	599,919	2,999,595
Onslow	100,707	503,585
Scotland	30,375	151,875
Yancey	8,736	43,680
Total for 100 counties*	$6,387,696	$31,811,020

* See Appendix G for complete list of counties.

Table 23

Projected Local Share of Minimum Basic Program for Eight Counties

County	Amount from 22¢ Equalized Levy	Amount from ½¢ Sales Tax	Amount of Local Share
Alamance	$ 1,088,516	$ 659,000	$ 1,747,516
Cabarrus	978,186	477,455	1,455,641
Forsyth	3,433,716	1,552,985	4,986,701
Iredell	723,052	436,925	1,159,977
Mecklenburg	4,752,374	2,999,595	7,751,969
Onslow	458,810	503,585	962,295
Scotland	249,546	151,875	401,421
Yancey	116,600	43,680	160,280
Total for 100 Counties	$54,395,419	$31,811,020	$85,960,615

* See Appendix H for complete list of counties.

the local and/or State shares adjusted to accommodate new conditions.

Table 24 indicates the projected funds from the federal government which can be included in the Minimum Basic Program. The funds for the same eight counties illustrate

the potential contribution of the federal government to public education in North Carolina.

Table 24

Projected Federal Funds Available for Minimum Basic Program for Eight Counties

County	Federal Funds
Alamance	$ 793,000
Cabarrus	838,000
Forsyth	1,388,000
Iredell	430,000
Mecklenburg	2,039,000
Onslow	1,263,000
Scotland	661,000
Yancey	340,000
Total for 100 Counties*	$72,756,000

* See Appendix I for complete list of counties.

When local and federal funds are subtracted from the amount required to fund the Minimum Basic Program, the difference becomes the State share. Table 25 presents a complete picture for eight counties of the sharing by local, federal, and State sources of the basic program in North Carolina. Table 25 shows the total amount needed for each county according to its pupil population, the average pupil expenditure, and the appropriate shares discussed previously.

Several interesting developments are evident in these statistics. The average amount required is the same for each pupil, supporting the State position that every child is entitled to an equal opportunity. The total amount required is based entirely on the number of pupils in the county and subsequently the school administrative unit. However, the local share varies, depending on property valuation and per capita income. Thus, each county participates to the extent of its ability. The ability measures were equalized; thus, the same units of measure were applied to all. The federal share varies, depending on several factors. Since a large share of

Table 25

Projected Sources of Funds for Minimum Basic Program for Eight Counties

County	Total Amount Needed	Local Share	Federal Share	State Share
Alamance	$ 13,378,904	$ 1,747,516	$ 793,000	$ 10,838,388
Cabarrus	10,825,454	1,455,641	838,000	8,531,813
Forsyth	29,028,911	4,986,701	1,388,000	22,654,210
Iredell	9,961,977	1,159,977	430,000	8,372,000
Mecklenburg	48,118,151	7,751,969	2,039,000	38,327,182
Onslow	9,157,200	962,395	1,263,000	6,931,805
Scotland	4,781,115	401,421	661,000	3,718,694
Yancey	1,788,589	160,280	340,000	1,288,309
Total for 100 Counties*	$715,036,440	$85,960,615	$72,756,000	$556,319,825

* See Appendix J for complete list of counties.

federal funds come from ESEA, the counties with limited ability and large percentages of deprived children tend to have higher federal shares for each pupil. Counties with schools having strong vocational programs likewise receive larger federal shares. These are factors over which the administrative units have little control. The federal participation tends to become an equalizing factor in relation to State support. The State contribution is the equalization share since it must be sufficient to bring the local and federal shares to the amount required for the Minimum Basic Program. The State share is largest in those counties having the least ability to contribute locally.

Incentive Program

The purpose of the Incentive Support Program is fundamentally different from that of the Minimum Basic Program. It promotes school improvement by encouraging, but not requiring, school administrative units to supplement the mandated basic program. It provides State support for optional

programs which the State wishes to encourage but not require. Since the Incentive Program provides extra educational services not provided in all counties, it should require additional local contribution above the amount required to provide the local share of the Minimum Basic Program. Under this arrangement the people in counties which benefit from such optional school services will be required to contribute a part of the extra cost from county tax sources. In a county where there is more than one unit, it is not necessary that all administrative units quality in order for one to participate. The following description outlines the main points of the proposed incentive plan.

It encourages counties and administrative units to increase their financial effort for school support.

It allows for equalization of educational opportunities by making provisions for the relative ability of school administrative units to support education.

Equalized valuation of property and per capita income are used as measures of local ability.

It provides for maximum local control over incentive expenditures in order to meet the needs of individual school administrative units.

The incentive is sufficient to encourage local units to participate in the program. The incentive shares range from 1 share to match 1 to 3 or 4 shares; such a range appears adequate to encourage all units to participate.

The Commission's Advisory Committee on Finance considered several formulas for an incentive plan for school finance. The following simple formula is proposed for use in producing and distributing funds under the incentive program.

Formula

$$\text{Amount of County's Share of Incentive Program} = \frac{\text{A County's Percentage of Equalized Valuation Per Pupil to \$35,000} + \text{A County's Percentage of Per Capita Income to \$3,299}}{2} \times \text{County's ADM} \times \$20$$

In this formula, each county is compared to the county having the highest equalized property value for each pupil and to the county having the highest per capita income. The $35,000 is the highest equalized property value for each pupil; $3,299 is the highest per capita income. Percentages for the two are averaged, and a factor representing the ability of each county is expressed as a percentage. This formula is applied to each county in the State. Table 26 shows the State and local shares for eight counties determined by the application of the formula.

Table 26

Projected Incentive Plan
Equalized Valuation and Per Capita Income for Eight Counties

County	Per Cent of Equalized Valuation	Per Cent of Per Capita Income	Combined Average	ADM Per County	State Share	Local Share
Alamance	.62	.81	.72	22,049	$ 440,980	$ 317,505
Cabarrus	.69	.84	.77	17,719	354,380	272,872
Forsyth	.92	.92	.92	47,233	944,660	869,087
Iredell	.56	.73	.65	16,213	324,260	210,769
Mecklenburg	.78	1.00	.89	76,349	1,526,980	1,358,932
Onslow	.40	.75	.58	13,530	270,600	156,948
Scotland	.39	.56	.48	8,071	161,420	77,481
Yancey	.48	.43	.46	3,134	62,680	28,832
Total for 100 Counties*					$22,963,820	$14,510,619

* See Appendix K for complete list of counties.

To utilize the formula with any county in the State, the reader is referred to Appendix K for information about each county. The computation below illustrates the use of information relative to Forsyth County.

Equalized Valuation per pupil is $3,043. (See Table 13)

Per Capita Income is $3,043. (See Table 18)

Average Daily Membership (ADM) is 47,233. (See Table 26)

To obtain the local share under the projected incentive plan as indicated in Table 26, apply the formula as follows.

$$\frac{\frac{32{,}074}{35{,}000} + \frac{3{,}043}{3{,}299}}{2} \times 47{,}233 \times \$20 =$$

$$\frac{.92 + .92}{2} \times \$944{,}660 =$$

$.92 \times \$944{,}660 = \$869{,}087$

In the case of any county, the State share is $20 times average daily membership (ADM).

ADM for Forsyth County is 47,233 (see above). So in this example the State's share would be $20 × 47,233 = $944,660.

Summary

The finance plan proposes to organize into one package the resources from three levels of government for the support of the public school system of North Carolina. It suggests a unit-cost analysis as the basis for appropriations which, upon funding, would provide a Minimum Basic Program for every pupil in the State. State support of the Minimum Basic Program is related to required participation by counties. Such participation is based upon the ability of the respective county to support schools. Local ability is measured by equalized property valuation and per capita income, two widely recognized and commonly used criteria. The plan depends upon strong State leadership and the establishment of essential standards which assure effective and economical educational programs for all pupils. In addition, the incentive element with ample State participation provides for flexibility and local initiative in developing programs beyond the Minimum Basic Program.

The incentive funds of the proposed Incentive Support Program represent approximately a 60-40 ratio between State and local participation. (Federal funds are not involved.) These funds are designed to give maximum freedom to the local school administrative units to develop programs as desired. Unlike the Minimum Basic Program, programs financed from incentive funds should have few State controls and regulations. It is intended that such funds be available primarily to implement innovative programs. The Incentive Support Program is intended to further the goal of local decisions for strengthening and improving programs.

The Commission's plan can be implemented in various

stages. The Minimum Basic Program can be scheduled to provide for more or less State and/or local participation. The required local share can be initiated gradually, taking as many years as necessary to reach full participation. The minimum amount (initially determined by a 22 cent equalized levy and one-half cent sales tax) of local participation can be adjusted as desired. The unit-cost for each pupil can be based on less than the total program although it is not recommended. The Incentive Support Program, providing for $20.00 of State funds for each pupil, can be changed by varying the amount for each pupil. The local share would vary accordingly. Any increase in effort above the required local share of the Minimum Basic Program is intended to qualify the county or the school administrative unit for participation in the incentive program. Thus, a school unit making an effort of $1.00 above its share of the Minimum Basic Program should qualify for a percentage of incentive support. A more liberal application of the plan would be to give an administrative unit credit on the incentive plan for increase in effort on the basis of ability to meet requirements of the Minimum Basic Program.

The State of North Carolina and all responsible school boards and local governing bodies have as their primary goal and responsibility the obligation to provide all children of the State the most comprehensive education possible at the most economical cost. A significant measure of local decisions typifies American effort in education. When local governing bodies are closely associated with public schools for which they are financially responsible, they will likely exert initiative essential to the schools. Thus, the State and local boards and governing bodies form an investment team with shared responsibility for the future of education.

The Commission's recommendations regarding school finance are planned to provide a sound financial base upon which to implement the recommendations presented in other parts of the report. Participation by all levels of government, with local participation based on ability, characterizes the finance plan. All elements of a basic educational program are included. The financial support required is based on a unit-cost for each pupil, projected in North Carolina prices.

References Cited in the Text

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[2] *Education in North Carolina Today and Tomorrow,* Raleigh, North Carolina, State Education Commission, 1948.

[3] *Biennial Report of the Superintendent of Public Instruction of North Carolina,* Raleigh, North Carolina, Selected Years.

[4] *Ranking of the States, 1968,* Research Report 1968-R1, Washington, D. C., National Education Association, 54.

[5] Unpublished data, North Carolina Department of Public Instruction, September 25, 1968.

[6] *Ranking of the States, 1968,* Research Report 1968-R1, 55.

[7] *Current Expenditures by Source of Funds, 1966-67,* prepared by Statistical Services, North Carolina Department of Public Instruction, Raleigh, North Carolina, January, 1968, 1.

[8] *Profile of Significant Factors in Education in North Carolina, A Ranking of School Administrative Units,* prepared by Statistical Services, North Carolina Department of Public Instruction, Raleigh, North Carolina, July, 1968, 35-38.

[9] *Ibid.,* 105-108, 81-84.

[10] *Ibid.,* 89-92.

[11] *Ibid.,* 81-84.

[12] *Ibid.,* 11-112.

[13] Unpublished data, North Carolina Department of Tax Research, Raleigh, North Carolina.

[14] *Profile of Significant Factors in Education in North Carolina, A Ranking of School Administrative Units,* July, 1968, 109-110.

[15] Unpublished data, Local Government Study Commission, State of North Carolina, Raleigh, North Carolina, 1968.

[16] *Ibid.*

[17] *Report of the Advisory Commission on Intergovernmental Relations,* Denver, Colorado, Education Commission of the States, March, 1968.

[18] *Ranking of the States, 1968,* Research Report 1968-R1, 57.

Part 7

Summary, Priorities, and Action

Chapter 19

Key Recommendations Reviewed: Some Suggested Priorities

The citizens of North Carolina who have read this report may feel overwhelmed by the number of recommendations made. However, the Commission was charged with the responsibility of developing a detailed blueprint for the future of the public schools. Some things need to be done now; other things must wait for future developments.

In the final analysis, how well something is taught—if it is taught at all—depends upon four chief factors: the child who comes to school with his own private hopes, ambitions, capabilities and limitations; the persons who work with him, especially the teachers; the materials and tools of instruction; and the conditions under which teaching and learning take place. The Commission has studied these factors in depth and the entire report relates in one way or another to them.

What, then, are the priorities? As viewed by the Commission, the priorities fall into four categories: organization, finances, personnel, and the curriculum. In identifying the priorities, the Commission does not intend to lessen the importance of either the key recommendations mentioned later in this chapter or the recommendations contained throughout the report.

There must be improvement in the areas of organization, finances, and personnel if improvement in other areas is to follow. In the curriculum area, early childhood education is

of paramount importance in building a foundation for the future education of the child; and occupational programs are essential to give purpose and meaning to many students who do not see school programs as related to their goals.

Organization of the Public Schools

Progress has been made in the reorganization of North Carolina's public school system over the past several years. Improvements have been made in the State Department of Public Instruction, and consolidation of schools has occurred in several counties. However, much more improvement must be made in the organization of public schools before many of the recommendations of this report can be implemented. The need for better organization has been fully documented throughout the report. There are few clear lines of authority and responsibility between the State Board of Education and the State Department of Public Instruction. The fact that the present organizational arrangement has worked is a tribute to the men who have occupied the positions of leadership.

The Commission found widespread sentiment that the services of the State Department of Public Instruction are too highly concentrated in the central office located in Raleigh. There was agreement that there should be regional service centers to bring the leadership and expertise of the State Department closer to the local schools.

At the local level, the Commission found that North Carolina has too many small, ineffective schools. Consolidation has occurred in some schools of the State, but much more such action needs to occur. The general control (administrative) costs, for instance, ranged in 1966-67 from $4.93 per pupil in a large school administrative unit to $40.93 in a small unit. This is only a minor part of the story. Educational programs are inadequate, and children are paying the consequences in limited opportunities in too many schools across the State.

The Commission realizes fully that reorganization can occur only to the extent that the people of North Carolina wish it to occur. No leader can step very far ahead of the people without losing his effectiveness. The General Assembly reflects as closely as possible the will of the people. And this is as it should be.

What are the things that the people must insist upon if children are to be well taught? This entire report is concerned with that question, but a few major items—on which progress in other areas depends—are clearly indicated in the organization of public schools.

Citizen Involvement. Specifically, to provide the organizational means by which citizens can become more actively involved in promoting good schools, the Commission recommends:

> That there be established a North Carolina Education Development Council with subsidiary branches in each of the eight educational districts and each school administrative unit.

The functions of these advisory groups should be to: initiate and conduct planning and study of public education in North Carolina at the State, regional, and local school levels; report regularly on the results of such study to local boards of education, the staffs of regional education service centers, the State Board of Education, and the General Assembly of North Carolina; and make recommendations for the improvement of public education in the State.

The State Department of Public Instruction. North Carolina now has a State Superintendent of Public Instruction elected by the people and a State Board of Education appointed by the Governor. Clear lines of authority and responsibility do not exist in several crucial areas. Therefore, the Commission recommends:

> That the State Board of Education be firmly established as the policy formation agency for public education.
>
> That the Superintendent of Public Instruction be appointed by the State Board of Education.
>
> That the State Board of Education reorganize its divisions

into a single agency responsible for the administration of all aspects of the educational program.

That, to provide improved services to school administrative units, Regional Educational Service Centers be established in each of the eight educational districts of the State.

School Administrative Units. Few people will argue against the values of consolidation from an educational standpoint. On the other hand, each local situation is different. To be successful, consolidation must have the support of local citizens. Therefore, the Commission recommends:

That the State adopt the county as the basic school administrative unit. Merger of city units with county units and, where necessary, merger across county lines should be accomplished in order to achieve sound educational programs. The State Board of Education should be empowered by the legislature to develop criteria for such mergers, taking into account geographic conditions and other relevant factors. Merger should be accomplished as speedily as local conditions permit.

Financing the Public Schools

The Commission is convinced that more money must be made available to the schools. The lack of adequate investment in education is a paramount problem in North Carolina and throughout most of the nation. People who want good schools must be willing to pay for them. Likewise, the education dollar should be wisely spent.

The problems of financing the public schools may be classified in three categories: educational conditions requiring additional funds; disparities between the tax system and the economic capability of the State; and diversity of support arising from inadequate structure of school administrative units in some parts of the State.

Under the existing financial structure, local school officials are handicapped in utilizing available funds to the greatest advantage. There are great differences between the various school administrative units in the degree of local support, even when property valuations and personal incomes are taken into account. Therefore, the Commission recommends:

That the financial support of public education in North Carolina be a cooperative local, State, and federal effort organized as a Minimum Basic Program and an Incentive Support Program.

The total finance plan should give local tax-levying authorities more sources of revenue; provide for more local initiative in program planning and use of funds; and require local participation in the total school program on the basis of ability.

The Minimum Basic Program should require minimum local participation; include all essential elements of public education (including capital outlay); and promote cooperative planning between the State and local agencies to insure efficiency, economy, and wide participation.

The Incentive Support Program should be attractive enough to encourage school administrative units to go beyond the minimum in fiscal support; it should be broad enough in scope to support any worthwhile endeavor that a local school board might wish to undertake.

These two elements of the Commission's basic recommendation on finance are explained more fully in Chapter 18. Essentially, the Commission is proposing that the State's portion of the total finance program be designated so that an average expenditure per pupil throughout North Carolina assures equitable educational opportunity under the Minimum Basic Program.

The remaining portion of the State's financial assistance would be dependent upon a designated degree of local support, based on an ability to pay formula as measured by property tax valuations and personal income. The latter proposal, the Incentive Support Program, is designed on the principle of the State providing extra help to those who are willing to help themselves to the extent that they can be expected to do so.

Personnel for Public Schools

North Carolina cannot have good schools without excellent teachers and other school personnel. The Commission has listed organization and finances first in order of priority for the reason that excellent teachers and good educational programs will not be available unless a workable organization and adequate financing exist.

In seeking the causes of teacher shortages, the Commission found that competition for intelligent, highly educated people is keener than ever before; that salary scales in the teaching profession start too low, advance too slowly, and peak both too low and too quickly to keep enough qualified people in the profession; and that working conditions in many places discourage teachers from entering, or remaining, in the profession.

In order to attract and hold competent personnel in the teaching profession, the Commission believes that steps must be taken to insure that teachers and other school personnel are guaranteed comfortable living standards; that school personnel must be assigned to jobs for which they are trained, leaving other school tasks to those more qualified to accomplish them; and that competent teachers are rewarded accordingly.

Certain realities must be considered in deciding how to go about achieving the steps just described. In the first place, the State cannot and should not go on attempting to reduce class size and at the same time to staff every classroom with a fully certified, qualified teacher. Staffing within classrooms should be differentiated. Secondly, it is neither educationally wise nor economically feasible to continue to base salary scales solely on the two lock-step factors of training and experience. Competence, responsibilities, and duties performed must be considered; and this can be accomplished without merit rating procedures.

Proposed Classifications. In order to utilize effectively the talents of all classroom personnel and to reward them accordingly, the Commission believes that the role of the teacher must be redefined. The egg-crate concept of one teacher in front of one class in all grades in all subjects is an obsolete idea. Some learning must be encouraged for pupils studying independently; some learning requires a one-to-one tutoring relationship between pupil and teacher; some learning must be accomplished in small groups; and some types of teaching and learning can be accomplished just as well with 100 pupils as with 25.

In view of these considerations, the Commission recommends:

That the concept of team teaching be encouraged in North Carolina schools at all levels.

That, in order to utilize the competencies of teachers and other instructional staff members more fully, to remunerate them accordingly, and to increase the supply of efficient instructional personnel, the staff be differentiated such as the following:

Aides. This category would include interested high school seniors, persons in the community who possess special competencies, and college students in training programs. Responsibilities, hours, and salary can be flexible.

Educational Technologists. This category would also remain flexible as to training required, duties performed, and remuneration received. The position of technologist probably would require new or refresher training.

Teacher Interns. These persons would be those completing the undergraduate college program who have not completed the student teaching program and/or have not fulfilled other professional requirements.

Probationary Teachers. This classification is for persons who have completed four years of college, but have not completed the requirements for teacher certification.

Provisional Teachers. These persons would be those who have met the requirements for job entry at the class A certificate level with an allowance of three years to obtain professional status. (This would be a trial period to determine whether or not they are to become professional teachers.)

Professional Teachers. This would be the lowest level of professional certification, based on completion of the requirements now designated for the class A certificate, plus three years of successful completion of provisional requirements.

Senior Professional Teachers. This level would be based upon the requirements equivalent to class G or graduate certificate.

Instructional Specialists. These persons would comprise about 10 per cent of the total teaching force, drawn from the Professional and Senior Professional ranks on the basis of professional and leadership abilities.
(For a full description of each of the above categories, see Chapter 14.)

It will be noted that the above listed categories, if adopted, would open the way for many qualified people to serve educational functions in schools. It is a tragedy in communities if classrooms are crowded and teachers are overworked while capable people willing to assist schools sit at home and cannot be utilized in them. The services of such people are needed in the schools, if only for a few hours daily.

Rather than one category of teacher, many different categories of semi-professional personnel are listed. Thus, remuneration may be based on position held, a sound procedure for recognizing competence and duties performed. Further, provision is made for an adequate trial period in teaching before granting full professional certification.

Remuneration. The law of supply and demand applies to teachers as well as to other aspects of economic life. Unless this fact is recognized, children will not receive the education they need and deserve despite the policies recommended above. Therefore, the Commission recommends:

That considering the general economy of North Carolina, the average salary for teachers should be at the national average; that salary should be based—at the State level—on training, experience, and position held in the categories noted above (see Instructional Specialists as additionally described below).

That the salary for Professional Teachers should provide for ten months employment, including holidays, time for in-service education, and similar activities.

That the State provide for twelve months employment for supervisory and administrative personnel, and other instructional personnel.

That the State adopt an index salary schedule for teachers and supervisory and administrative personnel based on the salary of the beginning probationary teacher; and that all

future salary appropriations be based on the index salary schedule.

That the State set aside a sum to be determined by the State Board of Education for the employment of aides and educational technologists.

That the State make payments directly to teachers who serve as supervisors of student teachers.

That school administrative units establish and maintain supplementary pay scales which make provision for department heads, team leaders, curriculum coordinators, and other categories requiring special competence and leadership abilities.

That school administrative units establish and maintain supplementary pay scales which recognize those persons who perform extra duties for the schools not directly related to academic instruction.

The Preparation of Teachers. The Commission did not study directly the preparation of teachers. However, many of the recommendations in the report have implications for teacher training. Further, the Commission surveyed teachers in schools and held discussions with public school officials and others connected with teaching. Two results were significant from both the survey and the discussions: the need for more up-to-date training for future teachers in newer teaching methods, and the need for more involvement of future teachers with pupils in the public schools. Therefore, the Commission recommends:

That the teacher training institutions of North Carolina experiment with various sorts of team teaching arrangements in the pre-service education of future teachers.

That all training of future teachers be coordinated more closely with surrounding public schools in order to give future teachers continuing contact with children.

The Curriculum of the Public Schools

The Commission believes that priority should be given to instituting a statewide kindergarten program with increased emphasis on early childhood education. It believes, further, that equal priority should be placed on improving the occupational education programs throughout the State.

Such priorities do not deny the central importance of learning how to live. Neither does the emphasis on early childhood and occupational education intend to belittle the importance of teaching, for example, communication skills. On the contrary, the Commission contends—as will be emphasized presently—that early childhood is the time when foundations are built for all learning; and that good occupational education is also good education in reading, writing, and arithmetic.

Early Childhood Education. In early childhood the groundwork is laid for all that occurs thereafter. Until recently, educational programs have tended to overlook this fact. Stress has been placed in curricular reform and in financial and moral support from the top of the educational ladder downward. Educational institutions themselves have associated service and status with the higher rungs of the educational ladder. Consider, for example, the tendency of junior colleges to become four-year colleges and for four-year colleges to become universities. Witness the pressures now being placed on the Community College System to move away from its original purposes toward a more singularly academic function.

In order to provide better for a large majority of pupils, the educational programs must be built from the base up. For children in their early years, the most important persons—except parents—are their teachers. Unless the educational base is built strongly in the lives of the young, the structure of an enlightened society is weak. A democratic society cannot endure with few educated people supporting a majority of uneducated, idle citizens.

Children must have a chance to obtain significant learning while they are young and pliable. This principle is as old as *Proverbs* and as young as the latest psychological seminar. The greatest growth—intellectually and otherwise—occurs during early childhood. If a child is stunted then, the damage

is rarely remedied. Excellent homes provide for the kind of growth needed. But, in modern society, many homes do not provide the kinds of experiences needed for healthy intellectual, social, and emotional development.

In the primary grades, the progress of many children may be further retarded through a lock-step system of teaching and promotion. Children grow gradually and at different rates. Yet much teaching has proceeded on the assumption that pupils at a given age are capable of learning from the same book at a uniform rate! It makes as much sense to assume that all children in the same class should jump the same height, or wear the same size shoes. Therefore, the Commission recommends:

> That the General Assembly enact legislation providing for an extension of public education to five-year-olds on the same basis that educational programs are established for other age levels (grades 1-12). In view of the limited availability of teachers and facilities, the initial effort should be for 25 per cent of the eligible children with an accompanying two-or-three phase effort to serve all five-year-olds.
>
> That the State Board of Education and the State Superintendent of Public Instruction initiate policies and procedures which establish for children, ages five through eight, a program of continuous learning that is based upon their individual needs, interests, and stages of development.

This recommendation means the placement of children, ages five through eight, in situations where they are able to achieve at their own individual rates, irrespective of age. This procedure would result in an ungraded primary program. Thus, for certain kinds of instruction, a five-year-old and an eight-year-old might be in the same class. The achievement of this goal depends upon a reorientation of the instructional staff and accompanying action to provide appropriate instructional materials and facilities. It would require parent understanding and support. Hence, the new program should be phased in gradually as local conditions permit.

Occupational Education. Children, even in early childhood, are interested in "What I'm going to do when I grow up." Teachers at all levels and in all subjects, therefore, should relate interests and information about the world of work to their areas of instruction.

As stated earlier, teaching a child to read, write, and compute is occupational education in its broadest sense. Thus, good general education is good occupational education.

The reverse is also true. Good occupational education may be good general education. For example, the boy learning to be a bricklayer often learns more arithmetic in the bricklaying class than he does in an arithmetic lesson. He learns how to compute the amount of materials needed and the cost; he learns to compute the ratio and proportion of sand, cement, and water. He learns facts and operations in a practical situation.

The Commission is convinced that adequate occupational education in schools will revitalize the entire curriculum, and specific occupational courses at the junior and senior high levels will do much to answer the student's question—"What good is this going to do me?" Therefore, the Commission recommends:

> That, as part of the development of comprehensive secondary schools, much greater emphasis be placed on occupational education, including specific training in vocational subjects at the junior and senior high school levels. Special emphasis should be given industrial and service-related skill training.

Other Key Recommendations

The Commission has taken the position that the recommendations noted must be implemented if other improvements are to follow. The following areas are of prime importance; but it should be noted that they also depend upon good organization, adequate finances, and excellent personnel. Additional

emphasis is given to them here because they stand out as areas needing special attention.

Innovation Schools. The improvement of the curriculum—whether it be in the area of human values, reading, or otherwise—depends vitally upon what happens when the teacher shuts the classroom door. Curriculum improvement depends upon improving the quality of teaching, and improving teaching depends upon teachers' personal involvement. Therefore, the Commission recommends:

> That each year one elementary and one secondary school in every school administrative unit have the opportunity to be funded as an Innovation School. Such a school is conceived as one in which the staff has committed itself to a thorough rejuvenation and organizational plan so that it can provide the most desirable and effective educational program within its power.

Human Values. This topic is one of the most elusive ones of the Commission study. How to live one's life is a concern which is both highly personal and of utmost importance to society. Thus, while it may be impossible to define specifically the enduring values which good men have taught and exemplified through the ages, it is important to mankind that some means be developed to impart these values to pupils in all phases of their instruction. Therefore, the Commission recommends:

> That the development of a valuing process be an integral part of every course, activity, or experience in the curriculum of the public schools. To achieve this goal, the importance of the individual and his differences must be a major concern of every aspect of the total school program; the development of critical thinking must be encouraged; and a healthy balance between competition and cooperation must be achieved.

Reading Improvement. The Commission found great concern expressed across the State regarding inadequacies in the teaching of communication skills, especially reading. Many improvements should be made in this area, and these improvements are suggested throughout the report. Specifically, the Commission recommends:

> That to insure that every child be able to read and function fully to the extent of his capabilities, every teacher at every school level should be trained to teach reading and study skills; and a systematic State plan for in-service training and improvement in reading programs should be initiated.

Special Pupil Services, Including Health. The Commission defines the term health in its broadest sense. It accepts the definition of the World Health Organization which states that health is a state of complete physical, mental, and social well-being and not merely the absence of disease or infirmity. The Commission was concerned to discover that many children enter school with defects which, undetected and untreated, lead to unhappiness and retardation in school at the very least. The Commission was appalled to find that many of these defects go undetected and untreated throughout the school years. And the Commission is concerned with the fact that the general area of health and physical education needs strengthening in the curriculum.

Pupil services and programs, with an emphasis on health, have been treated at length in several places throughout this report. To summarize the major points, the Commission has recommended:

> That each child have a comprehensive evaluation prior to school entrance in order to determine his special instructional needs.
>
> That each school administrative unit, and each child through his local school, have access as needed to special services in relation to individual instructional needs. As a first step in accomplishing this goal, it is recommended that a statewide study be undertaken directed towards a better coordination of all efforts of State level agencies concerned with the public education, health, and welfare of children in North Carolina.
>
> That in order to further develop positive attitudes of pupils towards their own health and community health, a

required sequential curriculum in all areas of health, physical education, and safety be provided for grades K-12.

The Fine Arts. The various forms of art and music not only provide ways and means of enjoying life, but they also are the vehicles which serve to enliven the curriculum. The Commission found that the fine arts are overlooked in many schools throughout North Carolina. To remedy this situation, the Commission recommends:

That the need for a comprehensive program in art and music be recognized; and that the program be strengthened by providing services of consultants or instructional specialists in art and music to all school administrative units, giving priority in program development to the elementary school.

Instruction for Exceptional Pupils. Special education refers to programs especially designed for those who are handicapped in one way or another; and, at the other extreme, those who possess unusual talents and abilities. North Carolina has had an outstanding special education program in comparison to neighboring states. However, as noted in Chapter 8, many of the children needing special education are not receiving it. The needs of many children go undetected until it is too late. The recommendations noted above regarding health services and programs should do much to alleviate this situation. Further, many of those who are detected go without adequate instructional programs. Consolidation of schools will help provide sufficient enrollments so that appropriate instruction can be offered.

Another problem which the State has faced for many years is a shortage of qualified teachers in the various types of exceptionalities listed under the broad term Special Education. The recommendations made in this text regarding the utilization of aides, educational technologists, and other personnel should do much to help alleviate that problem. However, the area of special education deserves the continuing concern of all North Carolinians. Therefore, the Commission recommends:

That provisions be made to meet pupils' instructional needs which are exceptional; that is, the needs which are exceptional because of special handicaps on the one hand or special abilities and talents on the other.

Materials and Tools of Instruction. The textbooks and other materials and tools of instruction should be geared to the individual developmental levels of the children who use them. Therefore, the Commission recommends:

That the State provide the means by which a selection of basal textbooks can be made by local schools from a listing of more than one basal book for all subjects required to be taught; and that the selection be made from lists of basal books screened and chosen as appropriate by the Textbook Commission and its advisory committees.

That the primary responsibility for choosing and acquiring supplementary and library books and instructional materials and related equipment be placed with the school administrative units.

That to determine the appropriate and maximum utilization of television education for the State, the State Board of Education name a highly qualified committee to determine how North Carolina can best realize the full potential of educational television.

Auxiliary Services. Auxiliary services includes school facilities, transportation, and school food services. In these areas the Commission recommends:

That the State Board of Education be provided with sufficient funds to develop and finance a capital improvements program, provide transportation for all children on an equitable basis, and provide assistance in school food services.

The capital outlay program should be a part of the Minimum Basic Program, as described earlier, and should require local participation, long-range planning, and approval of overall plans by the State Board of Education. The transportation system should include urban children, transportation for children with special needs, and flexible service to accommodate programs.

The assistance to school food services should include State funds to provide supervisory and administrative services with allotments, certification, and salary schedules on the same basis as other supervisory services. Such assistance should also include funds to meet initial equipment purchases on a 50-50 basis and provide some help for rising labor costs.

Summary

The Commission has taken the position that improvement of public education in North Carolina is dependent upon improvements in organization, finances, and personnel. Special recommendations have been made to achieve such improvement. In the curriculum area, the Commission believes that top priority should be given to early childhood education, including the establishment of kindergartens, and to comprehensive programs for occupational education.

Other areas of the total school program needing special attention at this time are:

Curriculum improvement through the involvement of teachers and other school personnel at the local level in Innovation Schools.

An emphasis on the teaching of human values in every course, activity, or experience in the curriculum of the public schools.

A new emphasis on reading improvement.

More, and earlier, emphasis on health education, including health services for the diagnosis and remediation of defects.

A renewed emphasis on the fine arts, especially in elementary schools.

Continuing efforts to improve the educational experiences of those with special handicaps and unusual abilities.

A realignment of the methods of selecting and adopting textbooks and other materials and tools of instruction to insure that the varying needs of children are met.

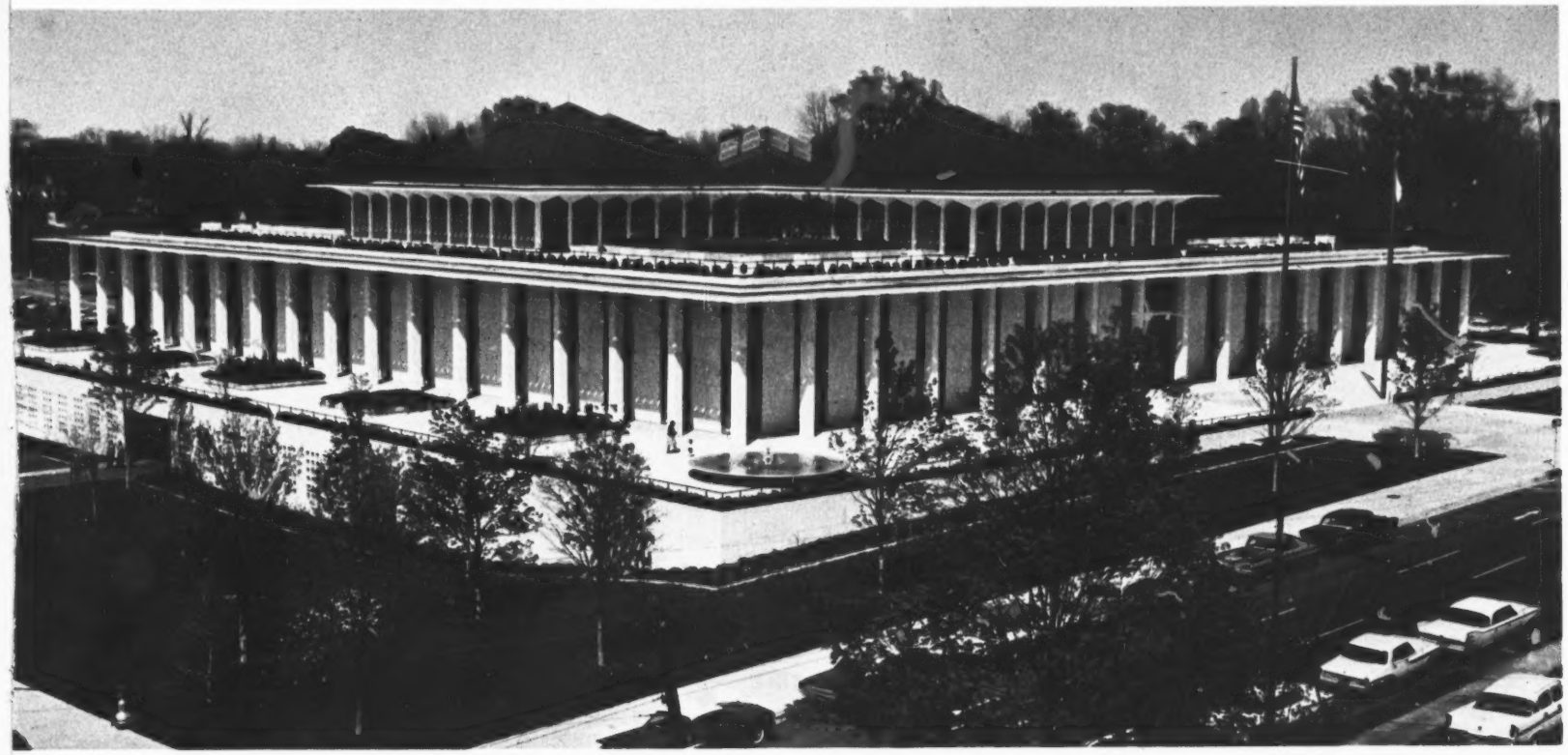
Extension of the bus transportation system to include urban children and children with special needs.

A shared State-local effort in financing a capital improvements program.

Assistance to school food service programs through a State-local sharing effort in supervisory and administrative costs and in the costs of initial equipment.

Chapter 20

Recommendations Requiring Action By The General Assembly



This chapter attempts to identify those Commission recommendations that, for implementation, will require new constitutional or statutory provisions, the amendment or repeal of present provisions, or a major new State appropriation. The first section deals with the priority items as established by the Commission. The second section is devoted to a chapter by chapter analysis of legislative action required for implementing the remaining recommendations.[1]

The Priorities

The Commission designates as priority items certain changes in the organization of the public school system, financing the schools, personnel policies and practices, and school curriculum. Each of these four areas will be discussed with reference to constitutional or statutory changes or new State appropriations that will be required for their implementation.

Organization

Citizen Involvement. To improve and expand citizen involvement in promoting good schools, the Commission recommends the establishment of a North Carolina Education Development Council, with subsidiary branches in each of the eight educational districts and each local school administrative unit.

> This recommendation can be implemented by regulation of the State Board of Education. However, if a new concept or policy fundamental to the operation of the schools, such as a new organizational structure, is to be added to the system, it should be provided for in the statutory law.

Thus, in the case of the Education Development Council, a new article to Chapter 115 establishing the North Carolina Education Development Council should be enacted. This article should set out the organizational arrangement of the State council, the regional branches in the eight educational districts, and the local units in the school administrative districts. It should also state the purpose and authority of the council at the three levels at which it would operate, to whom it would report, and other characteristics considered basic to its operation.

The recommendation that the present North Carolina Education Council become the new Education Development Council would require the amendment of G.S. § 115-350. This statute, enacted as part of the new Interstate Compact for Education, would need modification to provide for additional duties and powers and a new method for selecting members to meet the requirements of the Commission's recommendations.

State Leadership. The Commission recommends that the State Board of Education be firmly established as the policy formation agency for public education; that the State Superintendent of Public Instruction be appointed by the Board; and that the limitation on the State Superintendent's salary be raised.

The Commission further recommends that the State Board of Education reorganize its divisions into a single agency responsible for the administration of all aspects of the educational program and that regional education service centers be established in each of the eight educational districts of the State in order better to serve the schools.

State Board of Education as the primary policy formation agency. To implement this recommendation Article IX, Section 8, of the N. C. Constitution and G. S. § 115-2 should be amended to provide that the State Board of Education be the primary policy-making body for public education and that the General Assembly set only broad goals and basic directions in the legislation it enacts. Other policies and the details and the method of executing policy should be left to the State Board of Education.

This change represents only a stronger emphasis and an admonition to the General Assembly not to tie the hands of the State Board of Education with detailed statutory requirements. It is noted that the State Board is now given by the Constitution and the General Statutes the authority for the "general supervision and administration of the public school system. . .and to make all needful rules and regulations in relation thereto. . . ."

From the recommendation that the General Assembly enact only that legislation required to establish major school policy, it follows that the regulations of the State Board of Education become more important. Since these regulations have the effect of law in implementing the statutory policies of the legislature, it is important that they be published and available in a convenient form to all who need them. This probably can be accomplished best by the State Board of Education setting up a loose-leaf system of the regulations so that a collection of all rules and regulations may be located in the office of every school superintendent and other frequently used places.

It also follows from the recommendation that only major policies should be enacted into statute and that the public school law (Chapter 115 of the General Statutes) should be reviewed for the purpose of eliminating all unnecessary detail, conflicting statements, and obsolete material. An abundance of all three occurs in the present school law.

State Superintendent of Public Instruction. To implement the Commission's recommendations with reference to the State Superintendent of Public Instruction, Article IX, Section 8, of the N. C. Constitution should be amended to remove him as a member of the Board and make him an appointee of the State Board of Education and provide that he serve as its secretary and chief administrative officer.

In addition, Article III, Sections 1, 13, and 14, of the N. C. Constitution and G. S. §§ 115-2 and -13 should be amended to eliminate references to the State Superintendent of Public Instruction. These sections provide for his election, his membership on the Council of State, and his membership on the State Board of Education.

To increase the salary of the State Superintendent, G. S. § 115-13 should be amended to this effect. Further, G. S. § 126-5(b) should be amended to exempt the Associate Superintendent and Assistant Superintendents from the State Personnel Act.

Reorganization of the State Board of Education. To effect this reorganization, subsections (4) and (5) of G. S. § 115-11 should be repealed. These subsections divide the duties of the State Board into supervision and administration of the school system under the State Superintendent and into administration of fiscal matters under the Controller. They should be replaced with a provision that the State Board of Education be authorized to reorganize the executive divisions of the State Department of Public Instruction into a single agency. The following statutes would require amendment to accomplish the recommendation: G. S. §§ 115-12, -14, -16, -17, and G. S. § 115A-3

Regional Educational Services Centers. This additional structure would require the addition of a new article to Chapter 115 providing for regional educational service centers in each of the eight educational districts of the State. This article should describe the organizational arrangement, purpose, function, and powers of the regional centers.

Local School Administrative Units. The Commission recommends that the State adopt the county as the basic school administrative unit and that city units merge with county units as soon as local conditions permit and, where necessary, county units merge with other county units in order to achieve sound educational programs.

The Commission recommends, further, that the State Board of Education be empowered by the General Assembly to develop criteria for such mergers, taking into account geographic conditions and other relevant factors.

Criteria for Local School Administrative Units. To establish criteria for local school administrative units would require a new subsection to G. S. § 115-11 authorizing the State Board of Education to adopt criteria that all local school administrative units in North Carolina must satisfy to qualify as a separate school administrative unit. This statute would also empower the State Board to withhold State and federal educational funds from those units that have not taken appropriate steps to meet the criteria. Where merger is necessary to satisfy the criteria, it should be accomplished as speedily as local conditions permit.

Consolidation of School Administrative Units. To effect this consolidation, G. S. § 115-4 should be amended to adopt the county as the basic school administrative unit for the public schools. This amendment can either establish a future deadline for full implementation of the recommendation or provide that consolidation shall be accomplished "as soon as local conditions permit."

G. S. § 115-11 (11) also should be amended to authorize the State Board of Education to approve school consolidations of two or more contiguous county units and all city units contained therein when the units have satisfied the Board's criteria for merger.

G. S. § 115-74.1 should be amended to permit consolidation of two or more contiguous county units and all city units contained therein.

Further, G. S. § 115-116(h) should be amended to permit consolidation of two or more contiguous county administrative units and all city units therein and to permit a supplemental school tax for this area.

It should be noted that because of the multitude of special problems that would arise in a consolidation involving two or more county units, consolidation might easier be accomplished by special act rather than general act. No two consolidations would have the same problems, and a general act to cover all situations would be difficult to write. The General Statutes could stop with the authorization to consolidate two or more county units and not attempt to spell out the variety of problems, such as how to list, assess, and collect taxes over a territory covering two or more counties.

Financing the Schools

The Commission recommends that the financial support of public education in North Carolina be a cooperative local, State, and federal effort organized as a Minimum Basic Program and an Incentive Support Program. To achieve this aim, the Commission recommends that local, State, and federal funding be consolidated to achieve an average expenditure for each pupil in order to assure all pupils an "equitable educational opportunity."

A number of supporting recommendations are made by the Commission. These recommendations, and the accompanying explanations, are too long and detailed for repetition here.

The reader is referred to Chapter 18 for a complete analysis of the recommendations.

The Minimum Basic Program

General Comments. The Commission's recommendation that local, State, and federal funds be consolidated to achieve an average expenditure for each pupil that will support "all essential elements" of public education and assure each pupil an "equitable educational opportunity" is difficult to translate into statutory language except in general terms. G. S. 115-11 (6) now authorizes the State Board of Education to apportion and equalize all State and federal monies. With the addition of a statutory provision to require the local unit to provide its share of finances before State and federal monies are made available to that unit, adequate authority will exist to implement the Minimum Basic Program.

Although little new statutory change is required to implement the Minimum Basic Program, the concept of the program and its purpose should be legally defined. The concept of unit-cost analysis, based on the local school unit's ability to pay as measured by equalized property tax valuation and personal income, should also be legally defined in any implementing legislation. The Minimum Basic Program statute should also provide that the responsibilities for defining what consitutes the "essential elements" of the public educational system is a dual function of the General Assembly, as expressed through the statutes, and the State Board of Education, as announced by its regulations and rules.

Compute Student Enrollment by ADM. The Commission recommends that the Minimum Basic Program, which will set the minimum average school expenditure on a per pupil basis, compute student enrollment on the basis of average daily membership (ADM) in the school unit rather than average daily attendance (ADA), as is now done.

To make this change, G. S. § 115-59, which requires the superintendent of each administrative unit to certify to the State Board of Education the average daily attendance of his school unit, must be amended to change ADA to ADM.

Current Property Values. The Minimum Basic Program, based upon the local school unit's ability to pay as measured by equalized property tax valuation and personal income, would require property appraisals to be more current. The Commission believes that the present procedure for revaluation of real property every eight years is not sufficiently current to provide figures upon which local ability can be computed. To implement the Commission's recommendation, G. S. § 105-278 should be amended to change the requirement of revaluation from every eight years to a period more frequent, perhaps every four years. Financial assistance from the State will probably be needed if revaluation is established on a quadrennial basis.

Four General Appropriations Rather Than Line Item Appropriations. The Commission recommends that school money be returned to the local school units in four funds—personnel, materials and services, research and development, and auxiliary services—rather than by line item. This provision should be made by statute. G. S. § 115-79, which lists the objects of expenditure to be included in the State budget, should be rewritten to eliminate the itemization. It should be rewritten as a general statement providing "that State support for schools shall be that amount of money needed to bring the local and federal school shares to the amount required to fund the Minimum Basic Program." The statute could then define the four general areas of appropriation listed above.

Capital Improvements. The concept of the Minimum Basic Program includes capital improvement funds on a regular annual basis. Such funds are to be allocated after development plans, submitted by local school boards, are approved by the State Board of Education. Since capital outlay expenditures have been primarily a local financial responsibility, it would be desirable to state this policy change in the statutes rather than by State Board of Education regulation. G. S. § 115-79 would be an appropriate place to provide for it.

One example of how to define the State's responsibility for capital improvements is provided in Chapter 115A, which deals with the community college system. G. S. § 115A-18(a)(1) spells out the capital outlay items paid for by State money and G. S. § 115-A-19(a)(1) defines local capital outlay money. These sections also provide for a State matching fund of up to $500,000 to an institution for capital or permanent improvements.

Consolidation of Recurring Federal Funds. The system of categorical grants from the federal government, and the federal legislation and regulations that govern the

disbursement of these funds, will make this recommendation that federal funds be consolidated difficult to implement. To the extent that it can be done, the Minimum Basic Program statute could provide that federal funds for public school education be consolidated at the State level and allocated by the State Board of Education. This provision will probably require an amendment to G. S. § 115-35(g).

The Incentive Support Program

Most of the changes noted above for implementing the Minimum Basic Program also would be necessary for putting the Incentive Support Program into operation. However, it would be important that the Incentive Support Program, which is based on the local school unit's ability to pay as measured by equalized property tax valuations and personal income, be legally defined. The purpose of the Incentive Support Program—to stimulate additional local school financing and enable the local school unit to have funds to implement new programs—should be spelled out by statute.

Supporting Recommendations

Recommendation 167 and 168. Long Range Planning. The necessity for long range planning on the part of both the State Board of Education and local school boards should be emphasized in the school law. This may be accomplished by adding a statute requiring the State Board of Education to provide all local school boards with a plan that shows the future direction of education in North Carolina. A local educational plan related to the State plan and indicating how the plan is to be financed should then be required of the local board of education. Approval of the local plan by the State Board of Education would be the basis upon which the State Board of Education will release State and federal allocations of the Minimum Basic Program. These policies and requirements should be set out in the school law.

Recommendation 169. School Board Treasurer. The recommendation that each school board be authorized to appoint its own treasurer would require the amendment of G. S. § 115-91(a) and (b) and the substitution of "school treasurer" for "county treasurer" where it appears in G. S. § 115-86, G. S. § 115-92, and other places in the General Statutes.

Unnumbered Recommendations on Finance. Chapter 18 contains several unnumbered recommendations or suggestions relating to the finance plan. These are commented upon in the paragraphs that follow.

Chapter 18 states that the time for local school boards to file budgets with the local tax-levying authority and the time specified for their approval and filing with the State Board of Education should be much earlier than is now provided by law. Change in these dates would require an amendment to G. S. § 115-80(a), which now provides for submitting school budgets with the tax levying authority by June 15, and G. S. § 115-81, which requires the tax-levying authority to report the budget back to the school board by July 10. The Commission suggests that these dates be moved to April 15 and May 15. G. S. § 115-82, which now requires the filing of budgets with the State Board of Education (no date specified) would also require amendment. The same applies to G. S. § 115-83, which requires the school operating budget to be submitted by October 1. Another possibility is to require the school operating budget to be submitted by May 1. G. S. § 115A-27 uses this date for community college institutions.

The recommendation that budget filing times be moved up cannot be achieved simply by changing the dates in the statutes. Certain problems involved with both State and local financing would need to be worked out. For example, during each legislative year the new timetable is not possible under current practices since the State budget is not approved until the end of the session, usually in late June. Thus the amount of State money is not known until summer.

At the local level, the local tax-levying authority must consider all requests for the use of local money, not just the school use, when it approves a budget. Thus the entire reporting dates and requests for all departments in county government would have to be moved up to coincide with the earlier dates recommended by the Commission for school budgeting. To reschedule the entire local budgeting procedures would require major changes in the Tax Machinery Act (sub chapter II of Chapter 105) and amendments to the Municipal Fiscal Control Act (Article 33 of Chapter 160) and the County Fiscal Control Act (Article 10 of Chapter 153).

Allotting State Funds. The recommendation that State funds be allotted directly to the local unit in the form of

periodic payments would require the amendment of G. S. § 115-84 and G. S. § 115-90(1), both of which provide that State school funds be released only on warrants. The amended statutes should provide for the disbursement of State funds directly from the State School Board to the local school administrative unit.

The recommendation that State and federal monies be grouped together and allotted in one payment cannot be done without changing federal legislation and regulations. Some consolidation in local school administrative units in the form of Nine Months School Fund allotments, State driver education allotments, reimbursement payments, school cafeteria payments, and federal payments, can be achieved, however, and it can be done without any change in the State statutes. (See discussion of consolidating recurring federal funds.)

The recommendation that disbursements be quarterly rather than monthly will require the amendment of G. S. § 115-84 to substitute "periodic or quarterly installments" for "monthly installments."

The recommendation that the State eliminate its record-keeping of local school expenditures, which duplicates records of the school administrative unit, can be accomplished by State Board regulation. Statutory amendment would be unnecessary.

Personnel, Policies and Practices

The Commission recommends new classifications for teachers and supportive personnel, such as aides, educational technologists, teacher interns, probationary teachers, provisional teachers, professional teachers, senior professional teachers, and instructional specialists.

The Commission recommends that the average pay for teachers be at the national average and that pay, at the State level, be based on training, experience, and position held; that salaries for professional teachers provide for ten months employment, including holidays, time for in-service education, and similar activities; that the State provide for twelve months employment for supervisory and administrative personnel, and other instructional personnel; that the State adopt an index salary schedule for teachers and supervisory and administrative personnel based on the salary of the beginning probationary teacher and that all future salary appropriations be based on the index salary schedule; that the State set aside a sum to be determined by the State Board of Education for the employment of aides and educational technologists; and that the State make payments directly to teachers who serve as supervisors of student teachers.

The Commission recommends that school administrative units establish and maintain supplementary pay scales that make provisions for department heads, team leaders, curriculum coordinators, and other categories requiring special competence and leadership abilities.

The Commission recommends, further, that school administrative units establish and maintain supplementary pay scales that recognize those persons who perform extra duties for the schools not directly related to academic instruction.

Action will be required to implement these recommendations, and supporting recommendations as found in Chapters 14 and 15, as noted in the following paragraphs.

Recommendation 88. New Classifications for Staff. Implementing this recommendation would require adding to Article 17 of Chapter 115, entitled Principals' and Teachers' Employment and Contracts, a section that defines in general terms the following staff of the public school system: (1) Aides, (2) Educational Technologists, (3) Teacher Interns, (4) Probationary Teachers, (5) Provisional Teachers, (6) Professional Teachers, (7) Senior Professional Teachers, and (8) Instructional Specialists. The State Board of Education should be authorized to define each position and to alter and modify such positions as it deems necessary. The purpose of this section would be to establish the basic scheme while leaving considerable flexibility with the State Board of Education to redefine positions and to make changes as they become necessary.

Also, G. S. § 115-153, which gives the State Board of Education authority to certify and regulate grade and salary for teaching, supervisory, and professional positions, should be amended to add "and all other employees of the school system."

Recommendation 100. Teacher Professional Practices Act. To effect this recommendation a Professional Practices Act can be enacted in the form of a new article in Subchapter VII, entitled Employees, Chapter 115. This act should provide for a joint State-professional control resulting eventually in professional control. This act would establish a board to be composed of both professional and lay citizens who would have responsibility of setting standards for attracting, training, certifying, advancing, and disciplining professional personnel in education.

Recommendation 102. Teacher's Pay to National Average; Ten Months Employment. New State appropriations would be needed to implement the recommendation that the salary of North Carolina teachers be brought to the national average.

To implement the recommendation that teachers be employed for ten months will require the amendment of G. S. § 115-157 to delete reference to the nine months school term and to provide for ten months employment for professional level teachers.

Recommendation 102. Employment of Administrative and Supervisory Personnel for Twelve Months. This recommendation would require amending G. S. § 115-157 to provide for twelve months employment for administrative and supervisory personnel. A new State appropriation would be necessary to implement this recommendation.

Recommendation 103. Index Salary Schedule. The recommendation that an index salary schedule for teachers, supervisors, and administrative personnel based on the salary of the beginning probationary teacher is a major policy change in the concept of teacher compensation. It should, therefore, be defined by statute, although it could be adopted under the present school statutes.

Recommendation 104. Aides and Educational Technologists. An appropriation would be necessary to establish a fund for the employment of aides and educational technologists.

Recommendation 105. Special Payment to Department Head, Team Teachers, and Curriculum Coordinators. The recommendation that local school administrative units establish and maintain supplementary pay scales for such personnel should be spelled out in a statute, although a new statute would not be necessary to implement the recommendation.

Recommendation 106. Extra Pay for Extra Duties. The recommendation that local school administrative units pay school employees for extra duties not directly related to academic instruction should be stated in a statute. Like the recommendation above, it establishes a new policy in the area of additional pay for additional duties.

Recommendation 107. Payment for Supervisors of Student Teachers. The recommendation that the State make payments directly to teachers who serve as supervisors of student teachers would require a new State appropriation.

Recommendation 108. Sick Leave. The recommendation that sick leave for members of the teaching profession be provided as authorized under the State Personnel Act for other State employees would require the amendment of G. S. § 115-11(13) which now limits sick leave to "five days per school term." Sick leave provided by the State Personnel Act amounts to seven days for nine month employees, eight days for ten month employees, and ten days for twelve month employees. It would be desirable, however, for the General Statutes to mention fringe benefits. An appropriate place to add this would be G. S. § 115-142 which provides for employee contracts.

Recommendation 110. Teacher Allotments. The Commission's recommendation that all allotments for instructional and supervisory personnel be general allotments based solely upon the number of students served will require enactment of a new statute to this effect in Article 17 of Chapter 115. The statute should state that any statutory provision in conflict with this policy is repealed.

This recommendation would require the repeal or amendment of at least the following statutes that now provide for special teacher allotments:

Repeal of G. S. § 115-298, providing for allocation of teachers for mentally retarded children.
Repeal of G. S. § 115-303, providing for allotment of teachers for training educable mentally handicapped children.
Repeal of G. S. § 115-305, providing for allotment of teachers for training educable mentally handicapped children.
Amendment of G. S. § 115-313, providing for allocation of teachers for exceptionally talented children.
Repeal of G. S. § 115-11(12), authorizing the State

Board of Education to allot special teaching personnel and funds for clerical assistants to principals.

Recommendation 113. Teacher Allotments Distributed From One State Office. The recommendation that the present system of allotting professional personnel by five different state offices (controller, special education, vocational education, exceptionally talented education, and driver education) be changed so that allotments are made from one office can be accomplished by new regulations from the State Board of Education. G. S. § 115-16 and -17 are the only statutes that grant authority to allot teachers and they give this authority to the controller. By regulation all allotments can be consolidated in this office, or by amending these statutes, allotments could be consolidated in another office.

Recommendation 114. Replacing ADA with ADM for Determining Teacher Allotments. This recommendation would require amending G. S. § 115-59 to replace ADA (average daily attendance) with ADM (average daily membership) as the basis upon which allotments for instructional and supervisory personnel shall be determined.

The Curriculum

The Commission believes that the greatest improvement in the curriculum of North Carolina's schools can be accomplished by placing emphasis on early childhood education and through making the upper grades more meaningful by providing appropriate occupational education.

Kindergartens. The Commission recommends that the General Assembly enact legislation providing for an extension of public education to five year olds on the same basis that educational programs are established for other age levels (grades 1-12). In view of the limited availability of teachers and facilities, the initial effort should be for 25 per cent of the eligible children with an accompanying two or three phase effort to serve all five year olds.

To implement this recommendation, the following action would be required:

Recommendation 36. Public Kindergarten Program. Amendment of G. S. § 115-5 to include kindergarten in the definition of the school system. Amendment of G. S. § 115-6 to add kindergarten to the definition of an elementary school (and a union school if this school organization is to be retained in the State).

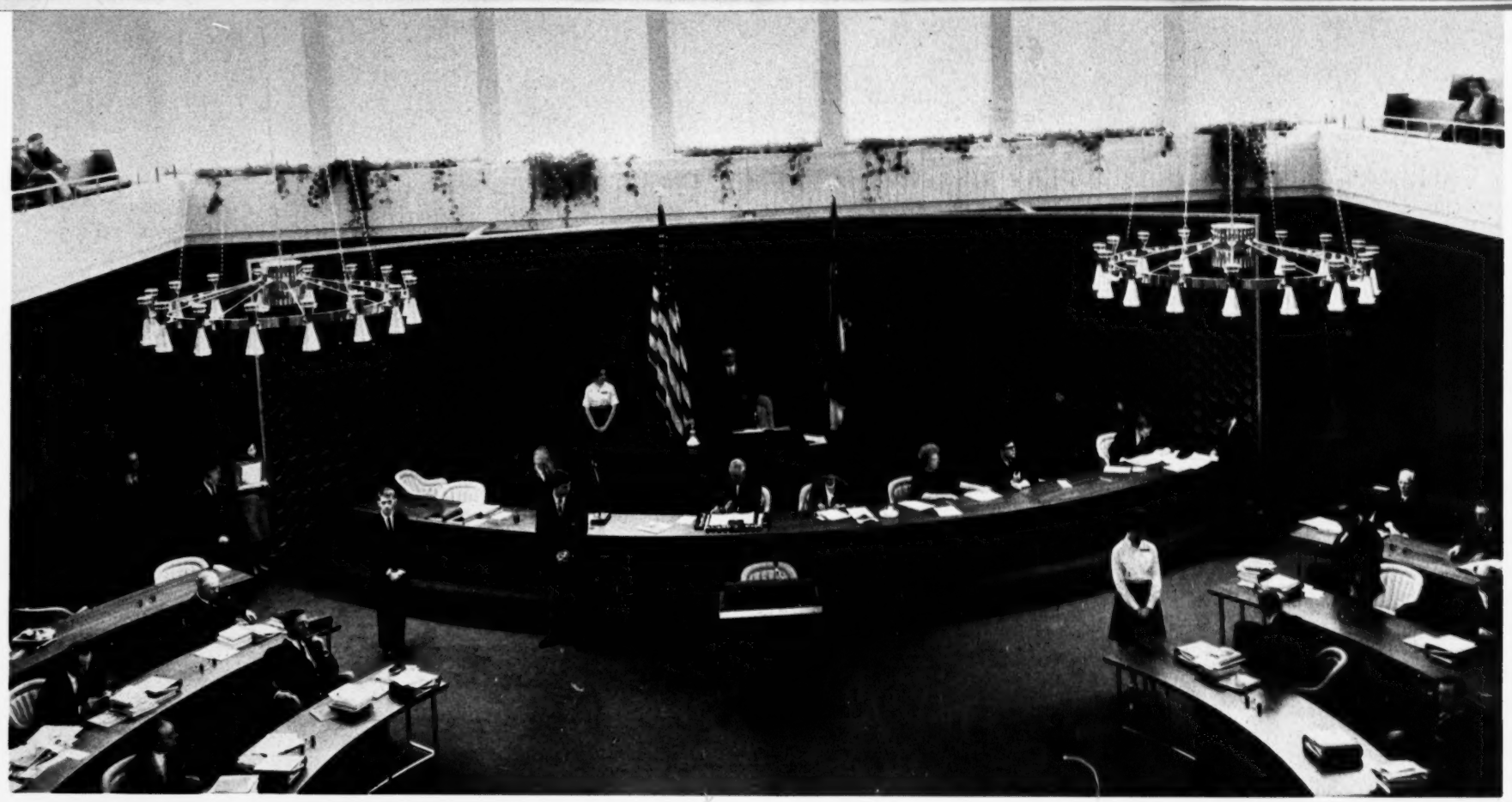
Although the State Board of Education possesses authority to establish a kindergarten program, it would be desirable to add a subsection to G. S. § 115-11 authorizing the State Board of Education to extend public education to five-year-olds by the addition of a State-financed kindergarten program. The language of the new subsection could be qualified to provide that the kindergarten shall be established as soon as teachers and facilties are available; such qualification would not, however, be necessary. A new State appropriation, of course, would be necessary.

The Non-Graded Primary School. The Commission recommends that policies and procedures be initiated that establish for children, ages five through eight, a program of continuous learning that is based upon their individual needs, interests, and stages of development. This will require the elimination of grades 1, 2, and 3 as they have been known and the placement of children, ages five through eight, in situations where they are able to achieve at their own individual rates, irrespective of age.

Recommendation 38. Non-Graded Classes for Children Ages Five Through Eight. The recommendation that the State Board of Education establish for children, ages five through eight, a program of continuous learning based upon individual needs and development and thereby eliminate grades 1, 2, and 3 would require the amendment of G. S. § 115-198. G. S. § 115-198 now requires a standard course of study for each grade setting out what subjects shall be taught in each grade. In addition to amending G. S. § 115-198, it would be desirable to define the non-graded system, either in this statute or in a newly enacted statute.

G. S. § 115-37 also should be amended to permit local school boards to institute non-graded systems.

Vocational Education. The Commission recommends that as part of the development of comprehensive secondary schools, much greater emphasis be placed on occupational education,



including specific training in vocational subjects at the junior and senior high school levels. Special emphasis should be given industrial and service related skill training. The reader is referred to Chapter 6 for supporting recommendations.

Recommendations 39 and 40. Comprehensive Secondary Schools. The concept of the comprehensive high school and comprehensive junior high school is not now found in the General Statutes. G. S. § 115-5, which defines the school system, could be amended by adding a paragraph that defines the comprehensive school (a senior high school enrolling at least 750 students; a junior high school enrolling at least 750 students) and then stating that they are objectives sought for the basic pattern of secondary school education.

Recommendation 44. Coordination of Vocational Offerings. To eliminate the division of responsibility between the public school system and the community college system, statutes in both G. S. Ch. 115 and G. S. Ch. 115A should be amended. G. S. § 115-5, which defines the school system as consisting of 12 years of study or grades, should be expanded to include post-high school instruction. G. S. § 115A-1, which states the purpose of the community college system, should be amended to broaden the definition of purpose to include instruction in technical, occupational, and vocational education for students in the public school system. G. S. § 115A-3 should be amended to delete references making the Department of Community Colleges "separate from the free public school system of the State."

It might be desirable to add a statute to one or both of these chapters (115 and 115A) stating that cooperative planning between the public school system and the community college system is critical to the development of the educational system and that joint instructional activities should exist where necessary or appropriate.

Increased appropriations would, of course, be necessary in those programs emphasizing industrial and service related skill training.

Chapter By Chapter Analysis

This section presents a chapter by chapter analysis of the recommendations requiring legislative action that were not included in the discussion of priority recommendations. No summary is made of each recommendation in this section. The reader should refer to the text for the recommendations and the reasons for them.

This section attempts only to note constitutional or statutory change or State appropriations necessary to effect the recommendation. When recommendations have been discussed in the preceding section, a notation is made.

Chapter 3. The Improvement of the Curriculum.

Recommendation 1. Organizational Plan for Schools. This recommendation would require amending G. S. § 115-5 to establish separate elementary, junior high, and senior high schools as the basic organizational plan of the public school system. The statute could continue to permit other organizational plans to exist if the State Board of Education found unusual circumstances that justify their continuance.

Recommendation 3. Innovation Schools. New State appropriations would be required to pay for planning grants to schools interested in becoming Innovation Schools and to fund the operations for a three-year period if the plan is approved.

Recommendation 4. Supporting Services for Instructional Personnel in each Administrative Unit. A new State appropriation would be required to fund this recommendation, which would enable each local board of education to employ supporting services (e.g., directors, consultants, coordinators, etc.) for teachers, principals, and other instructional personnel.

Recommendation 10. Additional Art and Music Instructors. An increase in State appropriations would be necessary to provide instructors in art and music for each administrative unit.

Chapter 4. Human Values and Education.

Recommendations 28-33. Coordinating Public School Programs with Other Agencies. To implement these recommendations, a new statute would be needed setting forth a policy recommending closer cooperation between public schools and other local and State agencies concerned with problems related to the schools. This statute should empower the State Superintendent of Public Instruction to coordinate programs within his department with programs of other State agencies. It should also authorize the local school superintendent to coordinate programs at the school district and regional levels and empower local boards to appoint representatives to local community planning councils. School principals should be authorized to appoint community resource coordinators in their own local schools.

Chapter 5. Early Childhood Education.

Recommendation 35. Early Childhood Education. A new State appropriation would be required to study the feasibility of establishing school programs for children, ages three and four years, as a part of the public school system. Other recommendations have been discussed in the first section of this chapter.

Chapter 6. Vocational Education.

Recommendations requiring legislative action have been discussed in the previous section of this chapter.

Chapter 7. Special Services to Pupils.

Recommendation 48, which recommends a study of how to coordinate special services of various State agencies;

Recommendation 49, which recommends a comprehensive evaluation of all children before entering school; and

Recommendation 50, which recommends that the State Board of Education undertake a demonstration project in the areas of special services, would require new State appropriations.

Chapter 8. Instruction for Exceptional Pupils.

Recommendation 52. Instructional Needs of Exceptional Pupils. This recommendation would require amending G. S. § 115-200 to provide that unless the condition of the pupil seriously interferes with his or others' progress, he should be educated in the regular program of the school with special instructional attention given to his particular needs.

Recommendation 53. Statewide Pupil Census. This recommendation would require amending G. S. § 115-161, which provides for a continuous school census, to change "school population" to "all children under 18 years of age."

Recommendation 54. Special Services Demonstration Project. The recommendation that a prototype of a cooperative project on instructional programs for exceptional children be undertaken would require a new State appropriation.

Chapter 9. Materials and Tools.

Recommendation 56. Selection of Basal Books. To implement this recommendation, G. S. § 115-207 must be amended so that the length of contracts for State adopted basal books is changed from the presently required "not less than five years" (unless the State Board of Education finds that a contract for less than five years is advantageous) to "the length of the adoption shall be made according to the nature of the instruction and the relevancy of the book or instructional material."

Recommendation 57. Ad Hoc Committees. The recommendation that *ad hoc* committees be established to make recommendations to the Textbook Commission need not be enacted into statutory law. However, if it is thought important to guarantee that such committees do in fact operate, provision for them by statute would be advisable.

Recommendation 59. Membership on Textbook Commission. This recommendation would require amending G. S. § 115-208 to provide that the Textbook Commission must be representative of all the people of North Carolina.

Recommendations 60 and 61. Transferring Responsibility for Supplementary Books, Library Books, and other Instructional Materials to the Local School Administrative Units. To accomplish this transfer, G. S. § 115-216, particularly subsections (1), (4), and (7), would need to be rewritten to transfer the primary authority for choosing and acquiring subject books and materials to the local administrative unit and to discontinue the practice of purchasing, for resale to schools, such books and materials. Much more extensive change would be required in the rules and regulations of the State Board of Education that now provide for this system.

The rental book system, which was eliminated by new appropriations from the 1967 General Assembly, is provided for in Article 26 of Chapter 115. Since the legislation providing for the rental system would no longer be needed, it should be repealed. Deleting these provisions will require the amendment of almost every section in Article 26 which contains G. S. §§ 115-216 to -218.

Recommendation 62. Study of Purchasing Procedures for Instructional Supplies. A State appropriation would be needed to study the advantages and disadvantages of the practice of purchasing instructional supplies and equipment through the Purchase and Contract System.

Recommendation 64. Instructional Materials Center. A new State appropriation would be necessary to implement the recommendation that each school, of whatever organization, have an Instructional Materials Center. This is the type of recommendation that probably should be legally defined and established in the school law as a policy of the General Assembly. Such a section would most appropriately fit in Subchapter X entitled Instruction.

Chapter 10. Educational Television.

No constitutional or statutory changes would be necessary to implement the recommendations of this chapter.

Chapter 11. Research and Development.

A number of recommendations in this chapter would require new appropriations. They include: establishing a research and development committee as part of the North Carolina Development Council; funding school of education faculties to enable them to research problems and new directions in public education; increasing State Board of Education funds in subcontracting research projects to LINC; and strengthening the Division of Research and Statistical Services in the State Department of Public Instruction.

Recommendation 74. This recommendation would require amending G. S. § 115-354 to add the State Superintendent of Public Instruction as a member of the Board of Governors of the North Carolina Advancement School.

Chapter 12. The Extended School Year.

Recommendation 76. A Study of Extended School Year. A new State appropriation would be necessary to study the feasibility of extending the school year. If the study is to include a school operating over 180 days as a demonstration project, a special act will be necessary to exempt it from the limits in the present law of 180 days.

Chapter 13. Organizing North Carolina Schools.

Most of the recommendations contained in this chapter have been discussed in the preceding section on priorities. An exception that will require legislative action is *Recomdation 86* pertaining to nonpartisan elections for city school boards.

The recommendation that all local school boards of education be elected on a nonpartisan basis for six-year staggered terms and consist of between five and nine members, would require the amendment of the following statutes: G. S. §§ 115-18 through -23 and G. S. 115-26. These statutes now apply only to county boards of education and provide, effective July 1, 1969, for elected boards (partisan or nonpartisan) of from three to nine members for four-year staggered terms.

Chapter 14. Attracting, Assigning, and Utilizing Personnel.

The recommendations contained in Chapter 14 have been discussed in the preceding section of this chapter.

Chapter 15. Salaries, Allotments, and Other Considerations.

The recommendations contained in Chapter 15 have been discussed in the preceding section of this chapter.

Chapter 16. The Preparation of Teachers and Other Personnel.

Recommendation 138. In-Service Education. The recommendation that in-service education in the form of sabbaticals be financed jointly by the State and local school administrative units would require new State appropriations.

Recommendation 139. Tuition, Scholarships, Grants-in-Aid, and Consultant Fees. State appropriations would be required to implement the recommendations that the State provide tuition scholarships for individuals desiring to study areas of critical need; grants-in-aid for graduate study of selected teachers; and State support, on a matching basis, for consultant services or in-service education programs for local administrative units.

Recommendation 140. State Board of Education Study Committee on In-Service Training. New State appropriations would be necessary to implement the recommendation that in-service education be re-examined by a State Board of Education study committee and that a study be made of the possibility of twelve-months employment of all professional school personnel.

Chapter 17. Auxiliary Services.

Recommendation 141. Transportation Programs to Serve Instructional Needs. The recommendation that local school boards have the authority to establish transportation programs needed to serve instructional programs would require amendment of G. S. § 115-183(5). This section should be rewritten in broad terms to permit boards of education, within regulations prescribed by the State Board of Education, to use school buses as they are needed to serve instructional programs.

A State appropriation to fund this increased transportation cost would be required.

Recommendation 142. Bus Students on the Same Basis. This recommendation would require repeal of G. S. § 115-186(e) and G. S. § 115-190.1 and rewriting G. S. § 115-186(b) to read as follows: "Unless road or other conditions shall make it inadvisable to do so, public school buses shall be routed on State and municipally maintained streets and roads so that the school bus to which each pupil is assigned shall pass within one mile of the residence of each pupil who lives one and one-half miles or more from the school to which he is enrolled or assigned, without regard to whether such pupil's residence and/or assigned school is located in the corporate limits of the municipality."

Recommendation 142. Contracts for Transportation. This recommendation would require amending G. S. § 115-190, which now permits local boards of education to contract with any person, firm, or corporation for the transportation of public school pupils, to require the State Utilities Commission to certify that the transit company or other party furnishing school transportation operates a safe and reliable transportation system.

Recommendation 143. Transporting Pupils with Special Needs. The recommendation that transportation be furnished pupils with special needs, including transportation to programs meeting their special instructional needs but which may be at places other than their regularly assigned school, is covered by the authority given to local boards of education in the proposed rewriting of G. S. § 115-183(5). See Recommendation 141.

Recommendation 149. Food Service Required as Part of the School Program. To implement this recommendation, G. S. § 115-51 should be amended to require local school boards to provide—except in extraordinary circumstances—school food services in the schools under their jurisdiction.

Recommendations 151 and 152. State Financing and Supervision of School Food Services. This recommendation would require adding a new statute (or amending G. S. § 115-51) to provide that supervisory services in the school food program at the local level become a State program with allotment, certification, and salary schedules on the same basis as now provided for other supervisory services.

New State appropriations would be needed for the State to pay for these administrative and supervisory services at the local level. The recommendation that initial equipment purchases be supported by the State on a 50-50 basis would also require new State appropriations.

Recommendation 160. School Construction Money from the State on an Annual Basis. The recommendation that the State provide from current revenues a minimum of 20 million dollars per year for assistance to local administrative units for school construction would require, of course, substantial new appropriations. G. S. § 115-79, which lists the objects of expenditures included in the State budget, would require amendment to include money for building programs.

Recommendation 162. Long Range Planning for School Improvement by Local Boards of Education. This recommendation would require amendment of G. S. § 115-11 to add a new sub-paragraph authorizing the State Board of Education to require local school boards to submit comprehensive long-range plans for total school improvement. These plans are to include capital improvements.

Chapter 18. Financing the Public School System.

The recommendations in Chapter 18 requiring legislative action have been discussed in the preceding section of this chapter.

Summary

As first steps toward the improvement of public education in North Carolina, the Commission recommends improvements in organizing, financing, and staffing the schools.

In the curriculum area, the Commission proposes that equal priority be given the establishment of a public kindergarten program and the improvement and expansion of occupational education. Legislative actions required to implement these recommendations are reviewed in the first section of this chapter.

The second section of the chapter deals with legislative actions required to implement recommendations not included in the priority list. These actions are outlined in a chapter by chapter analysis.

References Cited in the Text

[1] The Commission wishes to acknowledge the assistance given in the research and writing of this chapter by Robert E. Phay, an Assistant Director and specialist in school law, Institute of Government, University of North Carolina, Chapel Hill.

Appendices

Appendix A—Results of the Classroom Teacher Survey

On March 1, 1968, the Commission mailed directly to 1,200 teachers a 26-item multiple choice questionnaire. The names of teachers were selected at random from a master list compiled by the State Department of Public Instruction. Completed answer sheets were received directly from 788 teachers for a 66 per cent response by the March 15 deadline.

The names of the teachers were not required on the returns. However, the first three items of the questionnaire were designed to identify three groups represented in the sample of teacher opinion. Responses received from elementary classroom teachers of grades 1 through 6, represented 33 per cent of the total response. Secondary teachers, grades 7 through 12, represented 57 per cent of the response; and special teachers, unclassified at either level, represented the remaining 10 per cent. Seventy five per cent of the responding teachers held a class A or regular certificate; 22 per cent, a class G or graduate certificate; and 3 per cent, other certificates. The years of teaching experience in relation to the percentage of the respondents were as follows: none to five years, 28 per cent; 6 to 10 years, 19 per cent; 11 to 20 years, 28 per cent; and more than 20 years, 25 per cent.

Treatment of the data was limited to a frequency tabulation for all choices for the items and conversion to percentages rounded off to the nearest per cent. The results of the Commission's Classroom Teacher Questionnaire Survey were as follows, beginning with Item 4.

Items

Items 1, 2, and 3 were related to identifying information about the respondent.

Item 4. One of the charges to the Governor's Study Commission is concerned with how to teach basic human values. Which of the following, in your opinion, represents the most important way values should be taught?

Percentage of Total Responses	
3	a. I believe values are best taught by personal example in fostering within the pupil a sense of responsibility for his own behavior.
1	b. I believe values are best taught by providing pupils with opportunities for making their own choices.
7	c. I believe values are best taught through the teaching of specific guides and rules for behavior which are held important by society.
89	d. I believe that an approach based on both a. and b. is necessary in the teaching of values.

Item 5. Which of the following concerns you most as a teacher?

Percentage of Total Responses	
44	a. Large teaching load and crowded conditions.
34	b. Low pay
18	c. Public apathy
3	d. Interference by administrators and supervisors.
1	e. No response

Item 6. Which of the following limits most your instructional program?

Percentage of Total Responses	
20	a. Inadequate supplies and equipment
8	b. Inappropriate textbooks
67	c. Lack of adequate time for planning and evaluation.
4	d. Assignment outside area for which prepared to teach.
1	e. No response.

Item 7. Which of the following would be of most value to you in an effective and efficient instructional program?

Percentage of Total Responses	
64	a. An aide to perform routine classroom chores and clerical duties.

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Percentage of Total Responses	
12	b. An assistant who actually directs instructional activities under your guidance.
8	c. The use of programmed instruction and packaged television or filmed instruction.
15	d. The use of a team of three or four teachers responsible for a larger than regular (30) group of pupils.
1	e. No response.

Item 8. Which of the following do you believe is the best way for elementary schools to teach art, music, and physical education?

Percentage of Total Responses	
1	a. Classroom teachers should be completely responsible for these areas.
77	b. Specialists should conduct all classes in these areas.
21	c. Specialists on call should instruct and guide classroom teachers in these areas.
1	d. No response.

Item 9. In organizing the elementary school, which of the following procedures do you prefer?

Percentage of Total Responses	
12	a. Self-contained classroom.
39	b. Self-contained class language arts and social studies with special teachers for other areas of study.
31	c. Non-graded elementary school with teams of teachers responsible for instruction at the varying levels.
17	d. Continuous progress plan available to each child in the curricular areas on an individual basis so that it is possible that no two pupils may be at the same point in an area of study at the same time.
1	e. No response.

Item 10. In organizing the secondary school, which of the following procedures do you prefer?

Percentage of Total Responses	
53	a. Subject by subject class periods.
18	b. Ungraded plan with five 70 minute blocks of time so pupils meet major subjects four times a week with 70-100 pupils assigned to teaching teams.
25	c. Modular schedules whereby school day is divided into modules of 15, 20, or 30 minutes, class periods depending upon optimum length of time for learning with provision for large and small group and individual study.
4	d. No response.

Item 11. The Governor's Study Commission is directed to study early childhood education including the feasibility of establishing public kindergartens in the State. What is your opinion?

Percentage of Total Responses	
64	a. I believe we should now establish public kindergartens.
30	b. I believe we should concentrate first on improving the quality of education in grades 1-12 before considering kindergartens.
3	c. I believe that the establishment of kindergartens should be a local, not a State responsibility.
3	d. I do not believe that we in public elementary/secondary education should be concerned with public kindergartens.

Item 12. Which of the following best describes the special education program in your school?

Percentage of Total Responses	
2	a. We have none, and we have no need for one.
27	b. We have none, but we have need for one.
54	c. We have a special education program, but it is not adequate for the needs of our children.
10	d. We have an adequate program of special education.
6	e. We have none, but should make provisions for these pupils in a special school set aside for them.
1	f. No response.

Item 13. A guidance program for the elementary school has been advocated. What is your opinion?

Percentage of Total Responses	
8	a. I believe that the elementary school teacher would not wish to utilize the services of a counselor who has been prepared for work in the elementary school.
92	b. I believe that the elementary school teacher should have available to her the services of a counselor especially prepared for an elementary school guidance program.

Item 14. Which of the following best describes your attitude toward vocational education in the public schools?

Percentage of Total Responses	
1	a. The public schools should concentrate on basic education and leave vocational training to post-high school years.
2	b. The public schools should offer informational courses about vocational fields, but should leave actual experience to the post-high school years.
69	c. The public schools should offer a vocational program, geared to local needs and opportunities.
27	d. The public schools should offer vocational opportunities for all high school pupils.
1	e. No response.

Item 15. Teacher preparation is a concern of the Governor's Study Commission. Which of the following, in your opinion, would do the most to improve the education of prospective teachers at the undergraduate level?

Percentage of Total Responses	
17	a. A greater emphasis on subject-matter courses.
15	b. A greater emphasis on courses in understanding human behavior.
59	c. A greater emphasis on giving prospective teachers more contact with elementary or secondary pupils as tutors, teacher aides, or observers.
8	d. A greater emphasis on methods courses.
1	e. No response.

Item 16. Do you favor the National Teachers Examination as a requirement for teacher certification?

Percentage of Total Responses	
11	a. Yes, and higher certificates should require higher scores.
24	b. Yes, but at the entry level only and it should not be required for higher certificates.
21	c. No, but teachers' competency in major fields (such as history, science, English, etc.) should be tested.
43	d. No, it serves no useful purpose.
1	e. No response.

Item 17. Which of the following plans do you believe is best suited for teacher preparation?

Percentage of Total Responses	
17	a. The present system of student teaching.
33	b. The completion of a liberal arts pre-service degree (A.B.) with a fifth year internship cooperative program in a public school leading to class G certification.
45	c. The clinical approach during the last two years of college whereby the typical education courses are replaced with a seminar type involvement of the candidate in a public school system cooperating with the college.
4	d. None of these.
1	e. No response.

Item 18. Which of the following contributes most to your continuing preparation as a teacher?

Percentage of Total Responses	
17	a. Regular reading of professional writings.
25	b. In-service courses provided by the local school system.
19	c. Extension courses taught by college or university personnel.
2	d. Attendance at professional meetings.
36	e. Summer courses at colleges and universities.
1	f. No response.

Item 19. Which of the following most closely approximates your option regarding salary schedules?

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Percentage of Total Responses	
11	a. I believe a fair and equitable system of merit pay can be worked out.
27	b. I am for basing pay on the combination of preparation and experience only, such as is now done.
38	c. I believe in basing pay on preparation and experience primarily, with added pay for the performance of extra duties such as sponsoring student activities.
24	d. I am in favor of basing pay on preparations and experience primarily, with added pay provided for the exercise of leadership such as department or grade level chairman or team-teaching leader.

Item 20. North Carolina now has the "continuing contract" for teachers. That is, they are automatically hired for another year unless they are specifically notified to the contrary by the Board of Education. What is your opinion of the plan?

Percentage of Total Responses	
45	a. The continuing contract gives teachers as much protection as they should have, considering the right of the individual and the needs of society.
49	b. North Carolina should have a tenure law for the protection of teachers.
5	c. Neither of these.
1	d. No response.

Item 21. If professional negotiations were to be entered into for the purpose of improving the condition of public education in North Carolina, who could best represent you?

Percentage of Total Responses	
73	a. NCEA or NCTA.
5	b. The American Federation of Teachers.
7	c. The school superintendent.
8	d. Your principal.
7	e. None of the above.

Item 22. Teaching is a secondary source of income for some people. Others depend upon it for a living. Do you believe that heads of households should receive a dependency allowance in addition to their basic salaries?

Percentage of Total Responses	
39	a. Yes
46	b. No
13	c. I have no opinion.
2	d. No response.

Item 23. Much is being said about teacher militancy. How do you feel about general teaching conditions?

Percentage of Total Responses	
4	a. I am reasonably happy with things as they are.
80	b. I am reasonably happy, but some improvements need to be made.
2	c. I cannot say that I am happy in teaching, but I am stuck with the profession.
12	d. I cannot say that I am happy in teaching, and I shall either leave the State or the profession unless improvements are soon made.
2	e. No response.

Item 24. Which of the following is the condition which would most influence your counseling high school seniors against choosing classroom teaching as a career?

Percentage of Total Responses	
40	a. Low pay
11	b. Lack of public esteem
19	c. Lack of opportunity for advancement as a classroom teacher.
2	d. Working in a pupil-oriented rather than an adult-oriented environment.
26	e. None of these.
2	f. No response.

Item 25. Which of the following opportunities for participation in decision making have you had most recently?

Percentage of Total Responses	
6	a. Planning facilities—renovation and new construction.

Percentage of Total Responses	
29	b. Planning curriculum revision or change.
11	c. Planning in-service programs.
51	d. None of these.
3	e. No response.

Item 26. The Study Commission is directed to investigate the feasibility of an extended school year. Which of the following statements most closely approximates your opinion?

Percentage of Total Responses	
34	a. The present year of 180-day term is adequate.
33	b. There should be a school year of ten months or 200 days.
30	c. There should be a four quarter system, but no teacher or student should be expected to work or to attend school more than three quarters or 36 weeks (180) days.
3	d. No response.

Appendix B—A Description of Special Services to Pupils

(Guidance and Counseling, Psychological, Home Social Work, and Health Services)

Guidance and Counseling

Primary Grades (Kindergarten-3)

1. A counselor available to help school beginners and their parents.
2. An individual record on each child (his history and status).
3. Early detection of learning or behavior problems.
4. Assignment of child to appropriate class instruction.
5. Excessive illness, tardiness, or absence investigated.
6. Interpretation to teachers of individual child's instructional needs.
7. Parent conferences offered.
8. Exceptional child identified for diagnosis.
9. Development of pupil assessment programs (ability and achievement).
10. School progress of children reviewed.
11. Work with community agencies regarding needs of children.
12. Development of remedial programs as needed.
13. Citizenship education activities developed.

Intermediate (Grades 4-6)

14. Activities listed above as needed.
15. Development of special interest programs (fine and practical arts, sciences, etc.) fostered.
16. Basic skills remediation programs initiated.
17. Program development for pre-adolescent health information.
18. Informing pupils about the world of work and jobs.
19. Study skill programs developed.
20. Orientation to junior high school program.

Junior High (Grades 7-9)

21. Activities listed above as needed.
22. Counseling available to each pupil.
23. Group guidance in selecting special interest activities.
24. Guidance regarding adolescent health decisions.
25. Counseling regarding getting along with others, choosing friends.
26. Informing pupils about specific jobs and work.
27. Ideals and goals encouraged through group activities.
28. Counseling regarding selection of individual program of studies.

Senior High (Grades 10-12) and Continuing Follow-up

29. Activities listed above as needed.
30. Individual counseling with each pupil; work with potential dropouts.
31. Encouragement of self-knowledge, strengths, and interests.
32. Independent study, discipline, and competence fostered.
33. Adult citizenship discussed and encouraged through activities.
34. Assistance regarding health needs of young adults.
35. Part-time job experiences developed for pupils.
36. Selection of individual subjects for programs.
37. Guidance for initial choice of job entry or further education.
38. Assistance to pupil on entry into employment or further study.
39. Work with business, industry, other agencies regarding needs of community and youth.

Psychological Services

All Educational Levels as Needed

1. Expert opinion regarding evaluation of pupil for instruction (cognitive, expressive, and receptive abilities).
2. Needs of child interpreted to teacher in terms of learning.
3. Assistance to teacher in evaluating behavior.
4. Suggestion of procedures regarding intervention and remediation of learning problems (prescriptive teaching).
5. Counsel with parents.
6. Assessment of school programs regarding rewards, encouragement.
7. Detailed assessment of exceptional child; assistance with placement for instruction and/or care; periodic review.
8. Referrals to agencies for special help.
9. Work with community agencies regarding mental health services.

Home Social Work

All Educational Levels as Needed

1. Assistance with developing home-school cooperation.
2. Special follow-up on absences, truancy, potential dropouts.
3. Interpretation of school expectations to parents.
4. Representation of the school with agencies involving foster, neglected, dependent, or delinquent children and those placed by courts.
5. Work with community agencies regarding welfare of children.
6. Follow-through with parents regarding services needed for children.

Health Services

All Educational Levels as Needed

1. Assistance in comprehensive evaluation for each school beginner (health history; vision, hearing, speech screening; referrals to medical specialists as needed).
2. Assistance in developing health education in schools.
3. Conferences with parents as needed.
4. Assistance in providing healthful conditions for learning.
5. Supervision of auditory screening of all pupils twice during grades K-12.
6. Supervision of visual screening of all pupils three times during grades K-12.
7. Promotion of periodic dental review and referral.
8. Assistance in in-depth study of selected children as needed.
9. Periodic review of status of communicable disease, detection and prevention.
10. First-aid and emergency suggestions.
11. Review of decisions regarding participation in physical education and competitive sports, especially at high school level.
12. Communicate with representatives of medical and health agencies in community regarding school needs and programs.

Appendix C—Suggested Aspects of Instructional Programs for Exceptional Pupils

(including learning disabilities, speech correction, deaf, and hard of hearing, emotionally disturbed, exceptionally talented, orthopedically handicapped [phyically], visually handicapped including blind, mentally retarded, educable and trainable, multi-handicapped)

Learning Disabilities:

A type of exceptionality used to illustrate the arrangements that might be part of a Plan for Exceptional Students. Such a plan could be formulated by several cooperating school administrative units in a geographical area.

1. Stages of Concern with Program Development for Learning Disabilities

Stage A. Identification of child through

Pre-school programs.
Parent observation.
Possible child-supervisory clinic or pediatric referral, psychological evaluations.
Other ways.

Stage B. School entrance of child

Through evaluation and recommendations made by trained specialists, or
Hit or miss placement, or
Initial failure to learn or unusual behavior problems.

Stage C. Placement of child in a class in an elementary school

Place in small class (6-8 pupils) with highly trained teacher and aide using structured experience and materials (emphasis on motor, tactile) and ego building.
Periodic review and parental counseling.
Supportive services of health, speech, etc., as needed.
Supervision by principal trained for this program.

Alternative: By 4th grade disabilities such as non-reading, psychomotor interference, disruptive or withdrawn behavior, failure syndrome may render child as much as 4 years retarded in performance.

Stage D. Junior high and senior high placement of pupil

Pupil may return to age and grade level for class instruction.
Pupil should be followed by resource teacher working with his teachers.
Pupil may require realistic counseling (occupations, further training, etc.).
Pupil may retrogress (adolescent strains may require direct instruction temporarily).
Either way pupil needs assistance in the transition to further training or successful job placement.
Continual contact with medical or other specialists as needed.

2. Steps by which Several Cooperating School Units Could Begin a Program

Example: 8 school units with 40 elementary schools, 10 junior high schools, 8 senior high schools
800 pupils eligible for programs (approximately 400 elementary; 400 secondary)

Step A. Planning

1. In one elementary school of one administrative unit, arrange to have two classes for such children.
2. Set up an adequate screening program one year in advance. Enlist help of consultants and community agencies offering services and programs for pre-school children.
3. Conduct a training program for the staff (instructional, administrative, special services) who will be closely associated with program.
4. Select two teachers and two aides who either are trained or will become trained.
5. Plan classroom space as soundproof as possible, least distractions, simplest furniture, use of one color throughout, screens available for cubicles, shades.
6. Secure instructional materials, manipulative devices, audio-visual apparatus, many materials for lesson preparation.
7. Engage staff of school in understanding new program and helping interpret it.
8. If possible, secure one-way vision mirror for observation purposes if class is to be used for demonstration in any way.

Step B. Beginning the Class and Child's Progress in the Class.

1. Enroll one child; become thoroughly acquainted, then add another child, then another, etc. Length of school day may vary.
2. Counsel with parents as to work of class, expectancy of child, guidance for activities at home.

3. Maintain contacts with specialists who have diagnosed child.
4. Transportation may be individualized at first; then in small groups.
5. Lunch may be brought from home at first; counsel parents as to type of food and lunch box.
6. Each child has a cubicle, an in-and-out box. He may complete 30 to 40 individual lessons daily.
7. Aide assists teacher in preparation of individual lessons and in work with child.
8. Reward and success crucial; at first external reward from adult to child; work for ego building.
9. Each child moves at his rate through elementary subjects. Repetition of learning in unlike situations important.
10. Leadership support to teacher and aide crucial; administrative and special services helpful here.
11. Each teacher and aide have access to medical specialist (usually with psychiatric training) weekly.
12. Regular parent conferencing throughout.

Step C. Moving Child from the Class into Regular Class

1. When child has progressed and is ready for a trial in regular class, child, parent and receiving teacher are carefully prepared.
2. Understanding is that child can always return to special class if he needs to.
3. Begin short trials in a class within building, if possible.
4. If successful, move child slowly to full-time regular class.
5. Use specialists to help child, teacher and receiving class assist with transition.

3. Resources Required to Begin a Program

Services of diagnostic team (special pupil services team in liaison with child's medical or clinical specialist); intermittent use of services throughout child's school career; continual counseling with child and parent.

Specially trained instructional team (teacher, aide, administrator, supervisor) for small class instruction; use team as resource to teachers as child progresses through school.

Special instructional materials, apparatus, motor devices, etc.

Special arrangements as to space utilization and sound proofing.

Transportation arrangements on individual basis as needed in elementary school.

Funding to make above arrangements possible.

Speech Correction and Instruction for the Hard of Hearing and Deaf

Pre-School and Primary

Speech

1. Screening to detect infantile speech or speech disorders.
2. Small group instruction by an itinerant teacher during the school day, twice weekly.
3. Demonstrations to parents to facilitate home follow-up.
4. Assistance to teachers regarding handling speech defects in class.

Hard of Hearing and Deaf

1. Early detection.
2. Training in use of hearing aid in class, if aid is helpful.
3. Assistance to teacher regarding adaptation of instruction and use of auxiliary materials.
4. For deaf pupils, placement in class for the deaf; very specialized instruction; usually placement in residential instruction.

Upper Elementary and Secondary

Speech, Hearing and Deaf Problems

1. Assistance to teacher as needed regarding any students who transfer into school.
2. Arrangements for deaf children returning to local classrooms.
3. Actual instruction of small group if such is indicated.
4. Assistance to English instructor regarding articulation, breath control, rhythm, etc.
5. Active liaison with vocational rehabilitation services.

Emotionally Disturbed

Pre-School and Primary

1. Diagnostic work as early as possible.
2. Placement in regular class with resource teacher to individualize pupil's program; ego-strengthening activities.

continued next page

3. Close work with treating psychiatrist.
4. If necessary, very small special class for most of day until pupil is able to adjust to regular class.
5. Follow-up with parents; supportive climate.
6. If pupil severely disturbed, assist with transfer to special treatment facility (hospital, residential, etc.).

Upper Elementary and Secondary

7. Continue as for primary.
8. Special arrangements for "acting out" adolescents (relationship with special teacher, individualized programs, contact with supervising agency for youth).
9. Assist with pupils transferring from residential center to local school.

Exceptionally Talented

Pre-School and Primary

1. Early identification of interests.
2. Early independence training.
3. Utilization of adapted approaches in instruction.
4. Exceptional range of materials, both in subject matter and in approaches.
5. Resource teacher to assist classroom teacher; small group instruction at times on special interest.
6. Encouragement of problem-solving, creative, inventive activities with arts and sciences.
7. Unusual amount of reading materials and access to community libraries.

Upper Elementary and Secondary

8. Wide choice of interest activities or in-depth projects.
9. Individual program planning with diversity of offerings.
10. Unusual responsibilities for own learning (independent study, flexible schedules, investigating projects outside school building).
11. Early admission to advanced programs of further training.

Orthopedically (Physically) Handicapped

Pre-School and Primary

1. Early diagnosis and treatment plan.
2. Early entrance to school program including physical therapy or activity as prescribed by specialist; occupational therapy.
3. Special equipment as needed (appliances, wheel chairs, standing tables, cots, helmets, etc.).
4. Program emphasis on motor activities, self-help, coordination regarding feeding, training; later writing (typing, if possible); usually speech correction needed.
5. Transportation arrangements usually individualized; small bus or wagon; use of a lift, if needed.
6. Aide to teacher to assist with training activities.
7. Close work with treating specialists; periodic re-evaluations and adjustments in activities.
8. Emphasis on habits of personal hygiene (usually dental, bathing and training habits).

Upper Elementary and Secondary

9. Continue as outlined above.
10. Whenever possible, child in regular classroom with services of an itinerant teacher.
11. If special class necessary, housed in secondary school and use of cafeteria, assembly, library, and activities.
12. Liaison with vocational rehabilitation services.

Visually Handicapped (including blind)

Pre-School and Primary

1. Detection as early as possible.
2. Counseling with parents regarding school placement.
3. Services of itinerant teacher to help classroom teacher concerning class seating, amount of light, special materials, physical coordination.
4. Close work with eye specialist regarding correctional devices, changes in condition, etc.
5. Special motile training as needed (walking, sitting, standing, safety precautions).
6. (For blind) Very small special class instruction as early as possible.
7. (For blind) Teaching of Braille and other devices; usually residential care for a period of time.
8. (For blind) Emphasis on development of compensating skills for accommodation.

9. (For blind) Contact with Commission for the Blind.

Upper Elementary and Secondary

10. As soon as possible, assignment to regular class.
11. Utilization of multi-media (recordings, etc.) for instructional materials.
12. Continued development of motile activities.
13. Liaison with vocational rehabilitation services.

Mentally Retarded—Educable

Pre-School and Primary

1. Early evaluation, observation, and diagnosis.
2. Activities appropriate to child's level in readiness class.
3. Aide for teacher to work consistently with child.
4. Stress on worthy self-image rather than failure.
5. Stress on control, habit, primary processes.
6. Use of many activities to develop basic skills.
7. Use of manipulative devices, body activities, language activities.
8. Learning resource teacher to work with classroom teacher regarding methods and materials.
9. Insofar as possible, child to be trained in regular classroom with participation in all school activities.

Upper Elementary and Secondary

10. Continue as described above.
11. Stress basic skills, establish routine habits.
12. Explore work training possibilities.
13. Specific training courses relative to interests.
14. Supervised work experience.
15. Liaison with vocational rehabilitation services.

Mentally Retarded—Trainable

Pre-School and Primary

1. Early diagnosis and training plan.
2. Counseling with parents.
3. Work with medical specialist regarding medication, hyperactivity.
4. Transportation to school (individual or in small bus or station wagon).
5. Readiness activities of a self-help nature.
6. (When child can leave parent) Attendance to begin on individual basis, shorter day as needed.
7. Special class in regular school using all facilities.
8. Aide to assist teacher.
9. Referral for residential screening, if necessary.

Upper Elementary and Secondary

10. Continue as described above.
11. Special class in junior high.
12. Transfer to sheltered workshop or day care center as needed.
13. Stress on appearance, courtesy, following directions, very elemental activities.
14. If conditions become too severe, assist with residential screening.

Note for Multiple Handicapped

1. Thorough study of disabilities as to major or minor.
2. Provide instruction directed towards major disability.
3. Arrange services and assistance for other disabilities as possible.

Appendix D—Suggested Functions for Proposed Regional Educational Centers, North Carolina Department of Public Instruction

(typical activities for any of the proposed eight centers)

The Pupil Services Division

Coordinate efforts of public health, mental health, welfare, and other State and federal agencies with student services of local school units to secure the most effective diagnostic and evaluative services for the schools.

Conduct regional planning and development of program for students with exceptionalities which cannot be provided by single school administrative units.

Provide consultative services to local school units for the development of effective pupil service programs.

Provide in-service education programs for educational personnel in local school units.

Coordinate internship programs for school psychologists, counselors, social workers, attendance counselors, psychometrists, nurses, and other pupil service personnel.

The Elementary Education Division

Provide consultative services to local school units in all areas of the educational program for children in grades K-6. Particular emphasis on development of early childhood education programs, development of the concept of the ungraded school, stimulation to improve schools by the implementation of new techniques and knowledge.

Coordinate regional efforts directed toward the training of para-professional educational personnel for elementary schools.

Coordinate pre-service and internship programs for various professional positions in elementary education.

Provide in-service education programs for workers in elementary education in local school units.

The Secondary Education Division

Coordinate regional programs for the development of para-professional secondary education personnel.

Coordinate internship programs for leadership positions in secondary education.

Provide in-service programs for personnel in secondary education in the local school units within the region.

Develop regional plans for vocational and technical education. Consultative services in determining manpower needs, guidance in the determination of curriculum to be offered in specific secondary and post-secondary institutions, liaison services between secondary and post-secondary schools.

Provide consultative services to local school units in all areas of the educational program for pupils in grades 7-12 with particular emphasis on occupational and vocational programs, developmental programs in communication skills and mathematics, and development of improved programs for students with exceptionalities.

The Research and Development Division

Focus on putting into practice promising new ideas as they can be adapted to schools in the local school units.

Coordination of research efforts in the region with those of institutions of higher learning, the State Department of Public Instruction, special research efforts such as the Advancement School, LINC, and RELCV.

General consultative efforts in the area of research and development to local school units.

Initiation of research projects within the regional demonstration schools. Direction, implementation, and evaluation of these research projects.

Dissemination of information to local school units within the region relative to improved practices and new ideas.

Work with local school units in the establishment of innovation schools. When new ideas have been tried out in the regional demonstration school and determined to be worthwhile, they might then be forwarded for trial to the local innovation schools.

Work with institutions of higher learning to develop internship programs for doctoral students in the research and development field.

Work with other divisions of the regional center to develop analysis and evaluative measures relative to projects being undertaken in instruction, curriculum development, data analysis, preparation of personnel, pupil services, educational media. Conduct manpower surveys and coordinate computer services.

Division of Educational Media

Give leadership to local school units in the utilization of educational media.

Provide leadership to local school units in the selection of basal and supplementary textbooks and in establishing libraries for all schools within the region.

Establish sound evaluative measures to determine the usefulness of new forms of media by setting up trial usage in the demonstration and innovation schools. Set up procedures whereby teachers from local school units can study the proper use of equipment.

Work with other divisions of the regional service center to disseminate information to educational personnel through the television and other media approaches.

Become a center for the production and distribution of instructional television programs and for disseminating information concerning programs which will be produced in the production center.

Provide instructional programs to special groups such as the homebound, pre-school children, adult education, regional collegiate instruction, etc., through television on closed circuit and educational television channels. Develop programs for culturally deprived and those with exceptionalities.

Establishment of a learning resource center to which local personnel may come for examination and evaluation of instructional materials and equipment. Staffed with professional media specialists to provide consultant help to local personnel, the regional centers would provide services comparable to those offered by the Learning Center of the State Department of Public Instruction.

The Administration Services Division

Provide leadership to local school units in school organizational changes brought about through consolidation, merger; stimulation of efforts to resolve social problems of integration, cultural deprivation, poor health, and poverty.

Provide leadership to local school units in matters relating to fiscal management.

Provide leadership to local school units in school building construction.

Provide leadership to local units in matters relating to utilization of personnel, recruitment, in-service training, personnel management, etc.

Leadership in the auxiliary services, regional transportation problems, some possible centralization of school food service functions such as regional purchasing, distribution of foodstuffs.

Serve as a coordinating center for the development and operation of internship programs for the preparation of school administrative personnel.

Demonstrate newest techniques of management and operation such as census taking, computer utilization for fiscal and student accounting, etc.

Develop training programs for practicing educational administrators and school board members.

Provide consultative services in the development of public information programs.

Appendix E—Projected Funds Needed for Minimum Basic Program by County

County	Enrollment* 1967-68	Projection of Funds Needed
Alamance	22,792	13,378,904
Alexander	4,462	2,619,194
Alleghany	1,807	1,060,709
Anson	6,552	3,846,024
Ashe	4,739	2,781,793
Avery	2,984	1,751,608
Beaufort	9,768	5,733,816
Bertie	6,701	3,933,487
Bladen	7,932	4,656,084
Brunswick	6,079	3,568,373
Buncombe	30,533	17,922,871
Burke	12,969	7,612,803
Cabarrus	18,442	10,825,454
Caldwell	14,024	8,232,088
Camden	1,484	871,108
Carteret	7,309	4,290,383
Caswell	5,385	3,160,995
Catawba	20,264	11,894,968
Chatham	7,130	4,185,310
Cherokee	3,925	2,303,975
Chowan	3,231	1,896,597
Clay	1 245	730,815
Cleveland	17,804	10,450,948
Columbus	13,849	8,129,363
Craven	15,654	9,188,898
Cumberland	44,904	26,358,648
Currituck	1,632	957,984
Dare	1,435	842,345
Davidson	22,359	13,124,733
Davie	4,298	2,522,926
Duplin	10,613	6,229,831
Durham	28,012	16,443,044
Edgecombe	11,861	6,962,407
Forsyth	49,453	29,028,911
Franklin	7,383	4,333,821
Gaston	34,360	20,169,320
Gates	2,444	1,434,628
Graham	1,632	957,984
Granville	8,462	4,967,194
Greene	4,873	2,860,451
Guilford	66,651	39,124,137
Halifax	16,381	9,615,647
Harnett	12,573	7,380,351
Haywood	9,389	5,511,343
Henderson	8,993	5,278,891
Hertford	6,685	3,924,095
Hoke	5,166	3,032,442
Hyde	1,489	874,043
Iredell	16,971	9,961,977
Jackson	3,485	2,045,695
Johnston	15,964	9,370,868
Jones	3,138	1,842,006
Lee	7,905	4,640,235
Lenoir	14,871	8,729,277
Lincoln	7,751	4,549,837
Macon	3,415	2,004,605
Madison	3,894	1,933,578
Martin	7,484	4,393,108
McDowell	6,910	4,056,170
Mecklenburg	81,973	48,118,151
Mitchell	3,102	1,820,874
Montgomery	5,001	2,935,587
Moore	10,105	5,931,635
Nash	20,184	11,848,008
New Hanover	19,510	11,452,370
Northampton	7,467	4,383,129
Onslow	15,600	9,157,200
Orange	9,833	5,771,971
Pamlico	2,624	1,540,288
Pasquotank	6,586	3,865,982
Pender	5,092	2,989,004
Perquimans	2,433	1,428,171
Person	7,316	4,294,492
Pitt	19,457	11,421,259
Polk	2,763	1,621,881
Randolph	16,725	9,817,575
Richmond	11,011	6,463,457
Robeson	27,196	15,964,052
Rockingham	18,136	10,645,832
Rowan	18,843	11,060,832
Rutherford	10,899	6,397,713
Sampson	12,608	7,400,896
Scotland	8,145	4,781,115
Stanly	9,770	5,734,990
Stokes	5,411	3,176,257
Surry	11,960	7,020,520
Swain	1,990	1,168,130
Transylvania	4,575	2,685,525
Tyrrell	1,133	665,071
Union	12,529	7,354,523
Vance	9,036	5,304,132
Wake	48,189	28,286,943
Warren	5,532	3,247,284
Washington	4,171	2,448,377
Watauga	4,126	2,421,962
Wayne	22,754	13,365,598
Wilkes	11,587	6,801,569
Wilson	15,022	8,817,914
Yadkin	5,379	3,157,473
Yancey	3,047	1,788,589
TOTAL	1,218,120	715,036,440

* *Profile of Significant Factors in Education in North Carolina, A Ranking of School Administrative Units*, Raleigh, North Carolina, Department of Public Instruction, July, 1968.

Appendix F—Projected Increases in Rates and Amounts Required to Reach 22¢ Tax Levy by County

County	Old Rate	Amount of Yield of Old Rate	Increase in Rate to Reach 22¢	Amount 22¢ Rate Would Yield
Alamance	22.64	1,120,175	—	1,088,516
Alexander	9.00	63,945	13.00	155,310
Alleghany	11.88	42,827	10.12	79,332
Anson	21.79	230,240	.21	232,474
Ashe	17.25	119,053	4.75	151,844
Avery	11.50	46,747	10.50	89,430
Beaufort	33.40	476,634	—	313,940
Bertie	23.50	154,484	—	144,628
Bladen	22.10	277,549	—	276,298
Brunswick	16.07	147,575	5.93	202,070
Buncombe	21.12	1,845,709	.88	1,923,042
Burke	23.69	682,982	—	634,304
Cabarrus	14.51	645,000	7.49	978,186
Caldwell	18.15	496,445	3.85	601,656
Camden	11.38	31,044	10.62	60,038
Carteret	25.00	358,945	—	315,876
Caswell	35.41	178,831	—	111,144
Catawba	13.00	813,195	9.00	1,376,342
Chatham	22.40	432,429	—	424,710
Cherokee	11.65	59,254	10.35	111,848
Chowan	42.00	238,347	—	124,850
Clay	25.08	36,468	—	31,988
Cleveland	27.09	930,736	—	755,722
Columbus	28.74	548,958	—	420,222
Craven	21.38	398,569	.62	410,080
Cumberland	12.31	657,347	9.69	1,175,240
Currituck	35.92	145,281	—	88,990
Dare	20.21	102,058	1.79	111,122
Davidson	15.03	696,929	6.97	1,019,898
Davie	14.92	159,797	7.08	235,554
Duplin	16.25	259,114	5.75	350,790
Durham	33.31	2,467,452	—	1,629,870
Edgecombe	30.23	588,854	—	428,604
Forsyth	51.24	7,997,246	—	3,433,716
Franklin	16.00	150,443	6.00	206,866
Gaston	17.23	1,465,769	4.77	1,871,584
Gates	15.50	54,537	6.50	77,407
Graham	83.34	27,476	—	72,534
Granville	36.72	414,935	—	248,600
Greene	29.74	187,441	—	138,688
Guilford	36.67	6,835,285	—	4,101,042
Halifax	24.27	591,583	—	536,382
Harnett	28.13	514,297	—	402,204
Haywood	26.42	562,080	—	468,050
Henderson	22.05	427,003	—	425,964
Hertford	27.26	231,638	—	186,956
Hoke	26.91	158,092	—	129,250
Hyde	21.01	65,076	.99	68,178
Iredell	17.98	590,770	4.02	723,052
Jackson	23.20	158,652	—	150,436
Johnston	43.82	1,030,852	—	517,594
Jones	14.05	53,344	7.95	83,534
Lee	37.48	553,334	—	324,830
Lenoir	50.27	1,048,885	—	459,008
Lincoln	23.08	418,160	—	398,530
Macon	15.00	117,873	7.00	172,876
Madison	19.80	100,627	2.20	111,804
Martin	29.27	386,229	—	290,356
McDowell	12.39	167,817	9.61	298,100
Mecklenburg	81.26	17,553,117	—	4,752,374
Mitchell	8.10	47,512	13.90	129,052
Montgomery	28.80	311,102	—	237,644
Moore	33.63	581,356	—	380,380
Nash	29.04	713,799	—	540,848
New Hanover	34.02	1,579,638	—	1,021,394
Northampton	17.15	197,599	4.85	253,528
Onslow	4.00	83,420	18.00	458,810
Orange	26.74	636,767	—	523,908
Pamlico	21.74	64,372	.26	65,120
Pasquotank	23.12	224,518	—	213,598
Pender	24.52	157,247	—	141,064
Perquimans	34.00	113,063	—	73,150
Person	20.07	218,306	1.93	239,250
Pitt	21.69	707,966	.31	718,080
Polk	22.80	111,488	—	107,558
Randolph	18.20	649,492	3.80	785,224
Richmond	27.59	410,800	—	327,580
Robeson	22.50	500,609	—	489,588
Rockingham	19.12	921,539	2.88	1,060,180
Rowan	11.48	555,840	10.52	1,065,372
Rutherford	19.17	348,625	2.83	400,092

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County	Old Rate	Amount of Yield of Old Rate	Increase in Rate to Reach 22¢	Amount 22¢ Rate Would Yield	County	Old Rate	Amount of Yield of Old Rate	Increase in Rate to Reach 22¢	Amount 22¢ Rate Would Yield
Sampson	24.11	390,989	—	356,840	Wake	29.37	3,595,851	—	2,693,746
Scotland	41.90	475,266	—	249,546	Warren	24.80	138,129	—	122,540
Stanly	23.57	541,819	—	505,780	Washington	25.20	120,490	—	105,182
Stokes	17.33	246,736	4.67	313,170	Watauga	11.25	112,337	10.75	219,670
Surry	13.26	345,768	8.74	573,870	Wayne	16.65	664,323	5.35	877,602
Swain	10.00	29,108	12.00	64,042	Wilkes	13.98	251,908	8.02	396,462
					Wilson	22.04	564,245	—	563,310
Transylvania	18.29	216,945	3.71	260,898					
Tyrrell	19.42	36,246	2.58	41,052	Yadkin	8.02	82,494	14.00	226,028
					Yancey	9.00	47,699	13.00	116,600
Union	19.72	402,119	2.28	448,668					
Vance	22.80	336,981	—	325,160	Total		75,050,045		54,395,419

Appendix G—Projected Yield of 1/2¢ Retail Sales Tax Levy By County

County	Amount of Retail Sales (000)	Amount Levy Would Yield	County	Amount of Retail Sales (000)	Amount Levy Would Yield	County	Amount of Retail Sales (000)	Amount Levy Would Yield
Alamance	131,800	659,000	Gaston	179,020	895,100	Pamlico	4,135	20,675
Alexander	13,996	69,980	Gates	8,578	42,890	Pasquotank	38,407	192,035
Alleghany	9,265	46,825	Graham	3,329	16,645	Pender	8,963	44,815
Anson	21,776	108,880	Granville	31,184	32,740	Perquimans	9,178	45,890
Ashe	15,099	75,495	Greene	10,171	50,855	Person	28,265	141,325
Avery	5,708	28,540	Guilford	477,950	2,389,750	Pitt	105,920	529,600
						Polk	13,421	67,105
Beaufort	51,385	256,975	Halifax	78,117	390,585			
Bertie	16,387	81,935	Harnett	55,577	277,885	Randolph	81,682	408,410
Bladen	25,467	122,335	Haywood	46,685	233,425	Richmond	47,657	238,285
Brunswick	19,551	97,755	Henderson	53,930	269,650	Robeson	101,611	508,055
Buncombe	271,558	1,357,780	Hertford	29,243	146,215	Rockingham	82,787	413,935
Burke	53,125	265,625	Hoke	9,912	49,560	Rowan	99,839	499,195
			Hyde	3,382	16,910	Rutherford	53,694	268,470
Cabarrus	95,491	477,455						
Caldwell	54,626	273,130	Iredell	87,385	436,925	Sampson	44,952	224,760
Camden	2,036	10,180				Scotland	30,375	151,875
Carteret	36,240	181,200	Jackson	14,775	73,875	Stanly	54,515	272,575
Caswell	7,966	39,830	Johnston	75,642	378,210	Stokes	11,029	55,145
Catawba	137,245	686,225	Jones	6,294	31,470	Surry	76,543	382,715
Chatham	29,640	148,320				Swain	10,187	50,935
Cherokee	15,257	76,285	Lee	42,929	214,645			
Chowan	14,494	72,470	Lenoir	85,892	429,460	Transylvania	17,974	89,870
Clay	4,854	24,270	Lincoln	34,466	172,330	Tyrrell	3,698	18,490
Cleveland	78,022	390,110						
Columbus	60,423	302,115	Macon	16,780	83,900	Union	60,509	302,545
Craven	73,630	368,150	Madison	7,618	38,090	Vance	40,568	202,840
Cumberland	235,194	1,175,970	Martin	29,733	148,665			
Currituck	3,229	16,145	McDowell	27,600	138,000	Wake	332,955	1,664,775
			Mecklenburg	599,919	2,999,595	Warren	12,500	62,500
Dare	11,703	58,515	Mitchell	12,928	64,640	Washington	11,788	58,940
Davidson	102,651	513,255	Montgomery	18,297	91,485	Watauga	23,580	117,900
Davie	17,719	88,595	Moore	43,048	215,240	Wayne	96,807	484,035
Duplin	36,167	180,835				Wilkes	47,754	238,770
Durham	179,829	899,145	Nash	99,112	495,560	Wilson	77,675	388,375
			New Hanover	139,256	696,280			
Edgecombe	54,632	273,160	Northampton	16,668	83,340	Yadkin	21,287	106,435
						Yancey	8,736	43,680
Forsyth	310,597	1,552,985	Onslow	100,707	503,585			
Franklin	27,417	137,085	Orange	58,401	292,005	TOTAL	6,387,696	31,811,020

Appendix H—Projected Local Share of the Minimum Basic Program By County

County	Amount From 22¢ Equalized Levy	Amount From ½¢ Sales Tax	Total Amount Of Local Share
Alamance	1,088,516	659,000	1,747,516
Alexander	155,310	69,980	225,290
Alleghany	79,332	46,825	126,157
Anson	232,474	108,880	341,354
Ashe	151,844	75,495	227,339
Avery	89,430	28,540	117,970
Beaufort	313,940	256,975	570,915
Bertie	144,628	81,935	226,563
Bladen	276,298	122,335	398,633
Brunswick	202,070	97,755	299,825
Buncombe	1,923,042	1,357,780	3,280,822
Burke	634,304	265,625	899,929
Cabarrus	978,186	477,455	1,455,641
Caldwell	601,656	273,130	874,786
Camden	60,038	10,180	70,218
Carteret	315,876	181,200	497,076
Caswell	111,144	39,830	150,974
Catawba	1,376,342	686,225	2,062,567
Chatham	424,710	148,320	573,030
Cherokee	111,848	76,285	188,133
Chowan	124,850	72,470	197,320
Clay	31,988	24,270	56,258
Cleveland	755,722	390,110	1,145,832
Columbus	420,222	302,115	722,337
Craven	410,080	368,150	778,230
Cumberland	1,175,240	1,175,970	2,351,210
Currituck	88,990	16,145	105,135
Dare	111,122	58,515	169,637
Davidson	1,019,898	513,255	1,533,153
Davie	235,554	88,595	324,149
Duplin	350,790	180,835	531,625
Durham	1,629,870	899,145	2,529,015
Edgecombe	428,604	273,160	455,920
Forsyth	3,433,716	1,552,985	4,986,701
Franklin	206,866	137,085	343,951
Gaston	1,871,584	895,100	2,766,684
Gates	77,407	42,890	120,297
Graham	72,534	16,645	89,179
Granville	248,600	32,740	281,340
Greene	138,688	50,855	189,543
Guilford	4,101,042	2,389,750	6,490,792
Halifax	536,382	390,585	926,967
Harnett	402,204	277,885	680,089
Haywood	468,050	233,425	701,475
Henderson	425,964	269,650	695,614
Hertford	186,956	146,215	333,171
Hoke	129,250	49,560	178,810
Hyde	68,178	16,910	85,088
Iredell	723,052	436,925	1,159,977
Jackson	150,436	73,875	224,311
Johnston	517,594	378,210	895,804
Jones	83,534	31,470	115,004
Lee	324,830	214,645	539,495
Lenoir	459,008	429,460	888,468
Lincoln	398,530	172,330	570,860
Macon	172,876	83,900	256,776
Madison	111,804	38,090	149,894
Martin	290,356	148,665	439,021
McDowell	298,100	138,000	436,100
Mecklenburg	4,752,374	2,999,595	7,751,969
Mitchell	129,052	64,640	193,692
Montgomery	237,644	91,485	329,129
Moore	380,380	215,240	595,620
Nash	540,848	495,560	1,036,408
New Hanover	1,021,394	696,280	1,717,674
Northampton	253,528	83,340	336,868
Onslow	458,810	503,585	962,295
Orange	523,908	292,005	815,913
Pamlico	65,120	20,675	85,795
Pasquotank	213,598	192,035	405,633
Pender	141,064	44,815	185,879
Perquimans	73,150	45,890	119,040
Person	239,250	141,325	380,575
Pitt	718,080	529,600	1,247,680
Polk	107,558	67,105	174,663
Randolph	785,224	408,410	1,193,634
Richmond	327,580	238,285	565,865
Robeson	489,588	508,055	997,643
Rockingham	1,060,180	413,935	1,474,115
Rowan	1,065,372	499,195	1,564,567
Rutherford	400,092	268,470	668,562

County	Amount From 22¢ Equalized Levy	Amount From ½¢ Sales Tax	Total Amount Of Local Share
Sampson	356,840	224,760	581,600
Scotland	249,546	151,875	401,421
Stanly	505,780	272,575	778,355
Stokes	313,170	55,145	368,315
Surry	573,870	382,715	956,585
Swain	64,042	50,935	114,977
Transylvania	260,898	89,870	350,768
Tyrrell	41,052	18,490	59,542
Union	448,668	302,545	751,213
Vance	325,160	202,840	528,000
Wake	2,693,746	1,664,775	4,358,521
Warren	122,540	62,500	185,040
Washington	105,182	58,940	164,122
Watauga	219,670	117,900	337,570
Wayne	877,602	484,035	1,361,637
Wilkes	396,462	238,770	635,232
Wilson	563,310	388,375	951,685
Yadkin	226,028	106,435	332,463
Yancey	116,600	43,680	160,280
TOTAL	54,395,419	31,811,020	85,960,615

Appendix I—Projected Federal Funds Available for Minimum Basic Program By County

County	Federal Funds	County	Federal Funds	County	Federal Funds	County	Federal Funds
Alamance	793,000	Dare	70,000	Lee	461,000	Robeson	1,924,000
Alexander	99,000	Davidson	734,000	Lenoir	1,299,000	Rockingham	993,000
Alleghany	136,000	Davie	175,000	Lincoln	381,000	Rowan	638,000
Anson	820,000	Duplin	1,571,000			Rutherford	894,000
Ashe	416,000	Durham	1,278,000	Macon	314,000	Sampson	1,269,000
Avery	328,000			Madison	152,000	Scotland	661,000
		Edgecombe	1,020,000	Martin	755,000	Stanly	462,000
Beaufort	862,000			McDowell	271,000	Stokes	485,000
Bertie	595,000	Forsyth	1,388,000	Mecklenburg	2,039,000	Surry	707,000
Bladen	908,000	Franklin	540,000	Mitchell	227,000	Swain	166,000
Brunswick	362,000			Montgomery	340,000		
Buncombe	1,331,000	Gaston	1,174,000	Moore	783,000	Transylvania	197,000
Burke	565,000	Gates	246,000			Tyrrell	103,000
		Graham	248,000	Nash	1,607,000		
		Granville	504,000	New Hanover	930,000	Union	638,000
Cabarrus	838,000	Greene	518,000	Northampton	732,000		
Caldwell	311,000	Guilford	1,775,000			Vance	840,000
Camden	125,000	Halifax	1,370,000	Onslow	1,263,000		
Carteret	626,000	Harnett	877,000	Orange	383,000	Wake	2,240,000
Caswell	528,000	Haywood	581,000			Warren	439,000
Catawba	607,000	Henderson	445,000	Pamlico	252,000	Washington	267,000
Chatham	397,000	Hertford	698,000	Pasquotank	392,000	Watauga	396,000
Cherokee	417,000	Hoke	509,000	Pender	533,000	Wayne	2,132,000
Chowan	256,000	Hyde	153,000	Perquimans	210,000	Wilkes	733,000
Clay	127,000			Person	548,000	Wilson	1,081,000
Cleveland	1,066,000	Iredell	430,000	Pitt	1,601,000		
Columbus	1,167,000			Polk	192,000	Yadkin	307,000
Craven	1,410,000	Jackson	362,000			Yancey	340,000
Cumberland	3,566,000	Johnston	2,062,000	Randolph	632,000		
Currituck	84,000	Jones	374,000	Richmond	705,000	TOTAL	72,756,000

Appendix J—Projected Sources of Funds for Minimum Basic Program By County

County	Amount Required	Local Share	Federal Share	State Share
Alamance	13,378,904	1,747,516	793,000	10,838,388
Alexander	2,619,194	225,290	99,000	2,294,904
Alleghany	1,060,709	126,157	136,000	798,552
Anson	3,846,024	341,354	820,000	2,684,670
Ashe	2,781,793	227,339	416,000	2,138,454
Avery	1,751,608	117,970	328,000	1,305,638
Beaufort	5,733,816	570,915	862,000	4,300,901
Bertie	3,933,487	226,563	595,000	3,111,924
Bladen	4,656,084	398,633	908,000	3,349,451
Brunswick	3,568,373	299,825	362,000	2,906,548
Buncombe	17,922,871	3,280,822	1,331,000	13,311,049
Burke	7,612,803	899,929	565,000	6,147,874
Cabarrus	10,825,454	1,455,641	838,000	8,531,813
Caldwell	8,232,088	874,786	311,000	7,046,302
Camden	871,108	70,218	125,000	675,890
Carteret	4,290,383	497,076	626,000	3,167,307
Caswell	3,160,995	150,974	528,000	2,482,021
Catawba	11,894,968	2,062,567	607,000	9,225,401
Chatham	4,185,310	573,030	397,000	3,215,280
Cherokee	2,303,975	188,133	417,000	1,698,842
Chowan	1,896,597	197,320	256,000	1,443,277
Clay	730,815	56,258	127,000	547,557
Cleveland	10,450,948	1,145,832	1,066,000	8,239,116
Columbus	8,129,363	722,337	1,167,000	6,240,026
Craven	9,188,898	778,230	1,410,000	7,000,668
Cumberland	26,358,648	2,351,210	3,566,000	20,441,438
Currituck	957,984	105,135	84,000	768,849
Dare	842,345	169,637	70,000	602,708
Davidson	13,124,733	1,533,153	734,000	10,857,580
Davie	2,522,926	324,149	175,000	2,023,777
Duplin	6,229,831	531,625	1,571,000	4,127,206
Durham	16,443,044	2,529,015	1,278,000	12,636,029
Edgecombe	6,962,407	455,920	1,020,000	5,486,487
Forsyth	29,028,911	4,986,701	1,388,000	22,654,210
Franklin	4,333,821	343,951	540,000	3,449,870
Gaston	20,169,320	2,766,684	1,174,000	16,228,636
Gates	1,434,628	120,297	246,000	1,068,331
Graham	957,984	89,179	248,000	620,805
Granville	4,967,194	281,340	504,000	4,181,854
Greene	2,860,451	189,543	518,000	2,152,908
Guilford	39,124,137	6,490,792	1,775,000	30,858,345
Halifax	9,615,647	926,967	1,370,000	7,318,680
Harnett	7,380,351	680,089	877,000	5,823,262
Haywood	5,511,343	701,475	581,000	4,228,868
Henderson	5,278,891	695,614	445,000	4,138,277
Hertford	3,924,095	333,171	698,000	2,892,924
Hoke	3,032,442	178,810	509,000	2,344,632
Hyde	874,043	85,088	153,000	635,955
Iredell	9,961,977	1,159,977	430,000	8,372,000
Jackson	2,045,695	224,311	362,000	1,459,384
Johnston	9,370,868	895,804	2,062,000	6,413,064
Jones	1,842,006	115,004	374,000	1,353,002
Lee	4,640,235	539,495	461,000	3,639,740
Lenoir	8,729,277	888,468	1,299,000	6,541,809
Lincoln	4,549,837	570,860	381,000	3,597,977
Macon	2,004,605	256,776	314,000	1,433,829
Madison	1,933,578	149,894	152,000	1,631,684
Martin	4,393,108	439,021	755,000	3,199,087
McDowell	4,056,170	436,100	271,000	3,349,070
Mecklenburg	48,118,151	7,751,969	2,039,000	38,327,182
Mitchell	1,820,874	193,692	227,000	1,400,182
Montgomery	2,935,587	329,129	340,000	2,266,458
Moore	5,931,635	595,620	783,000	4,553,015
Nash	11,848,008	1,036,408	1,607,000	9,204,600
New Hanover	11,452,370	1,717,674	930,000	8,804,696
Northampton	4,383,129	336,868	732,000	3,314,261
Onslow	9,157,200	962,395	1,263,000	6,931,805
Orange	5,771,971	815,913	383,000	4,573,058
Pamlico	1,540,288	85,795	252,000	1,202,493
Pasquotank	3,865,982	405,633	392,000	3,068,349
Pender	2,989,004	185,879	533,000	2,270,125
Perquimans	1,428,171	119,040	210,000	1,099,131
Person	4,294,492	380,575	548,000	3,365,917
Pitt	11,421,259	1,247,680	1,601,000	8,572,579
Polk	1,621,881	174,663	192,000	1,255,218
Randolph	9,817,575	1,193,634	632,000	7,991,941
Richmond	6,463,457	565,865	705,000	5,192,592
Robeson	15,964,052	997,643	1,924,000	13,042,409
Rockingham	10,645,832	1,474,115	993,000	8,178,717
Rowan	11,060,841	1,564,567	638,000	8,858,274
Rutherford	6,397,713	668,562	894,000	4,835,151

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County	Amount Required	Local Share	Federal Share	State Share
Sampson	7,400,896	581,600	1,269,000	5,550,296
Scotland	4,781,115	401,421	661,000	3,718,694
Stanly	5,734,990	778,355	462,000	4,494,635
Stokes	3,176,257	368,315	485,000	2,322,942
Surry	7,020,520	956,585	707,000	5,356,935
Swain	1,168,130	114,977	166,000	887,153
Transylvania	2,685,525	350,768	197,000	2,137,757
Tyrrell	665,071	59,542	103,000	502,529
Union	7,354,523	751,213	638,000	5,965,310
Vance	5,304,132	528,000	840,000	3,936,132
Wake	28,286,943	4,358,521	2,240,000	21,688,422
Warren	3,247,284	185,040	439,000	2,623,244
Washington	2,448,377	164,122	267,000	2,017,255
Watauga	2,421,962	337,570	396,000	1,688,392
Wayne	13,356,598	1,361,637	2,132,000	9,862,961
Wilkes	6,801,569	635,232	733,000	5,433,337
Wilson	8,817,914	951,685	1,081,000	6,785,229
Yadkin	3,157,473	332,463	307,000	2,518,010
Yancey	1,788,589	160,280	340,000	1,288,309
TOTAL	715,036,440	85,960,615	72,756,000	556,319,825

Appendix K—Projected Incentive Plan—Equalized Valuation and Per Capita Income

Proposed Formula:

$$\frac{\text{(County \% of Equalized Valuation to \$35,000)} + \text{(County \% of Per Capita Income to \$3,299)}}{2} \times \text{(County ADM x \$20)}$$

County	Per Cent of Equalized Valuation to $35,000	Per Cent of Per Capita Income to $3,299	Combined Average of Valuation & Income	ADM Per County	State Share	Local Share
Forsyth	.92	.92	.92	47,233	944,660	869,087
Catawba	.89	.88	.89	19,718	394,360	350,980
Mecklenburg	.78	1.00	.89	76,349	1,526,980	1,358,932
Guilford	.81	.93	.87	44,305	886,100	770,907
Durham	.77	.86	.82	26,779	535,580	439,175
Buncombe	.82	.75	.79	29,452	589,040	465,341
Wake	.75	.83	.79	45,176	903,520	713,780
Cabarrus	.69	.84	.77	17,719	354,380	272,872
Gaston	.71	.79	.75	32,662	653,240	489,930
Chatham	.77	.70	.74	7,029	140,580	104,029
Rowan	.73	.74	.74	18,270	365,400	270,396
Dare	1.00	.45	.73	1,357	27,140	19,812
Rockingham	.76	.70	.73	17,562	351,240	256,405
Transylvania	.75	.68	.72	4,278	85,560	61,603
Orange	.71	.72	.72	9,407	188,140	135,460
New Hanover	.71	.73	.72	17,906	358,120	257,846
Stanly	.67	.76	.72	9,509	190,180	136,929
Alamance	.62	.81	.72	22,049	440,980	317,505
Davie	.74	.67	.71	4,090	81,800	58,078
Lincoln	.67	.68	.68	7,473	149,460	101,632
Burke	.65	.68	.67	12,424	248,480	166,481
Haywood	.65	.67	.66	9,030	180,600	119,196
Randolph	.62	.69	.66	16,108	322,160	212,625
Surry	.62	.69	.66	11,779	235,580	155,482
Davidson	.60	.71	.66	21,354	427,080	281,872
Iredell	.56	.73	.65	16,213	324,260	210,769
Henderson	.62	.68	.65	8,468	169,360	110,084
Stokes	.76	.53	.65	5,242	104,840	68,146
Caldwell	.56	.69	.63	13,489	269,720	169,923
Lee	.54	.70	.62	7,609	152,180	94,351
Alexander	.50	.71	.61	3,967	79,340	48,397
Polk	.50	.72	.61	2,684	53,680	32,744
Cleveland	.55	.66	.61	17,141	342,820	209,120
Watauga	.70	.52	.61	3,917	78,340	47,787
Currituck	.71	.48	.60	1,534	30,680	18,408
Montgomery	.61	.58	.60	4,902	98,040	58,824
McDowell	.56	.64	.60	6,750	135,000	81,000
Moore	.49	.71	.60	9,715	194,300	116,580
Yadkin	.54	.61	.58	5,361	107,220	62,187
Onslow	.40	.75	.58	13,530	270,600	156,948
Union	.47	.63	.55	12,043	240,860	132,473
Rutherford	.47	.63	.55	10,667	213,340	117,337

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Proposed Formula:

$$\frac{\text{(County \% of Equalized Valuation to \$35,000)} + \text{(County \% of Per Capita Income to \$3,299)}}{2} \times \text{(County ADM x \$20)}$$

County	Per Cent of Equalized Valuation to $35,000	Per Cent of Per Capita Income to $3,299	Combined Average of Valuation & Income	ADM Per County	State Share	Local Share
Alleghany	.59	.50	.55	1,695	33,900	18,645
Mitchell	.52	.55	.54	3,087	61,740	33,339
Macon	.65	.43	.54	3,251	65,020	35,110
Wilkes	.45	.63	.54	11,322	226,440	122,277
Pitt	.48	.58	.53	19,054	381,080	201,972
Wilson	.48	.57	.53	14,714	294,280	155,968
Jackson	.56	.49	.53	3,354	67,080	35,552
Carteret	.57	.49	.53	6,936	138,720	73,521
Wayne	.50	.54	.52	21,399	427,980	222,549
Vance	.47	.56	.52	8,726	174,520	90,750
Chowan	.51	.50	.51	3,152	63,040	32,150
Lenoir	.40	.62	.51	14,687	293,740	149,807
Richmond	.39	.62	.51	10,675	213,500	108,885
Cumberland	.35	.67	.51	39,927	798,540	407,255
Duplin	.43	.56	.50	10,424	208,480	104,240
Pasquotank	.43	.57	.50	6,156	123,120	61,560
Edgecombe	.47	.53	.50	11,659	233,180	116,590
Graham	.57	.41	.49	1,561	31,220	15,297
Martin	.48	.49	.49	7,611	152,220	74,587
Johnston	.42	.56	.49	15,691	313,820	153,771
Camden	.53	.43	.48	1,423	28,460	13,660
Beaufort	.41	.55	.48	9,613	192,260	92,284
Scotland	.39	.56	.48	8,071	161,420	77,481
Hyde	.59	.35	.47	1,453	29,060	13,658
Anson	.45	.48	.47	6,550	131,000	61,570
Person	.42	.51	.47	7,143	142,860	67,144
Craven	.35	.59	.47	14,252	285,040	133,968
Harnett	.42	.49	.46	12,138	242,760	111,669
Yancey	.48	.43	.46	3,134	62,680	28,832
Brunswick	.45	.44	.45	5,708	114,160	51,372
Swain	.41	.48	.45	1,921	38,420	17,289
Halifax	.41	.47	.44	16,251	325,020	143,008
Columbus	.39	.49	.44	13,595	271,900	119,636
Nash	.35	.53	.44	19,731	394,620	173,632
Tyrrell	.48	.38	.43	1,108	22,160	9,528
Bladen	.44	.41	.43	7,871	157,420	67,690
Northampton	.44	.42	.43	7,353	147,060	63,235
Ashe	.41	.44	.43	4,655	93,100	40,033
Cherokee	.36	.49	.43	3,794	75,580	32,499
Hertford	.36	.49	.43	6,607	132,140	56,820
Granville	.38	.45	.42	8,314	166,280	69,837
Greene	.37	.46	.42	4,807	96,140	40,378
Sampson	.36	.47	.42	12,524	250,480	105,201
Madison	.43	.38	.41	3,262	65,240	26,748
Perquimans	.39	.43	.41	2,402	48,040	19,696

Proposed Formula:

$$\frac{\text{(County \% of Equalized Valuation to \$35,000)} + \text{(County \% of Per Capita Income to \$3,299)}}{2} \times \text{(County ADM x \$20)}$$

County	Per Cent of Equalized Valuation to $35,000	Per Cent of Per Capita Income to $3,299	Combined Average of Valuation & Income	ADM Per County		State Share	Local Share
Avery	.39	.43	.41	2,874		57,480	23,566
Franklin	.37	.45	.41	7,162		143,240	58,728
Washington	.33	.49	.41	4,100		82,000	33,620
Pender	.36	.42	.39	4,946		98,920	38,578
Gates	.41	.35	.38	2,407		48,140	18,293
Jones	.33	.43	.38	3,154		63,080	23,970
Hoke	.33	.40	.37	4,953		99,060	36,652
Pamlico	.31	.43	.37	2,608		52,160	19,299
Clay	.33	.38	.36	1,207		24,140	8,690
Caswell	.27	.40	.34	5,287		105,740	35,951
Warren	.28	.36	.32	5,534		110,680	35,417
Bertie	.27	.37	.32	6,674		133,480	42,713
Robeson	.23	.39	.31	26,292		525,840	163,010
					TOTAL	22,963,820	14,510,619

Appendix L—Writers of Position Papers

Dr. Judson B. Allen, Assistant Professor, Wake Forest University, Winston-Salem

Dr. Hunter Ballew, Associate Professor, University of North Carolina, Chapel Hill

Jessie Baxter, Instructor, University of North Carolina, Greensboro

Jerry L. Blake, Associate Director of Teacher Placement, University of North Carolina, Chapel Hill

George P. Bohan, Jr., Olin Mathieson Chemical Corporation, Pisgah Forest

Leslie N. Boney, Jr., Architect, Wilmington

Lucille Browne, Greensboro Public Schools, Greensboro

A. G. Bullard, Director, Vocational Education Division, N. C. Department of Public Instruction, Raleigh

E. F. Burgess, Charlotte/Mecklenburg Schools, Charlotte

Mrs. Mebane H. Burgwyn, Northampton County Schools, Jackson

Dr. Everette P. Cameron, Comptroller, Charlotte/Mecklenburg Schools, Charlotte

J. R. Cameron, Director of Purchasing, Charlotte/Mecklenburg Schools, Charlotte

D. J. Cassidy, Jack's Cookie Corporation, Charlotte

John C. Clark, Senior Vice President, Wachovia Bank & Trust Co., Winston-Salem

Dr. William P. Colbert, Associate Professor, University of North Carolina, Greensboro

Dr. Leland R. Cooper, Associate Professor, Appalachian State University, Boone

Mrs. Deane L. Crowell, Director, Instructional TV, Charlotte-Mecklenburg Schools, Charlotte

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Appendix M—Public Hearings Held by the Commission

Public hearings were held in the 56 counties listed below. While all North Carolina counties are not listed, people from surrounding counties were invited to attend these meetings. In some instances where there was need and interest shown, more than one hearing was held in a locality.

County	Number Held	County	Number Held	County	Number Held
Alamance	7	Forsyth	1	Nash	3
Alexander	1	Franklin	1	New Hanover	2
Anson	1	Gaston	1	Northampton	3
Bladen	1	Gates	1	Onslow	2
Buncombe	5	Guilford	4	Orange	4
Cabarrus	2	Harnett	1	Pasquotank	1
Caldwell	3	Henderson	2	Person	2
Camden	1	Hertford	5	Polk	2
Caswell	1	Hoke	1	Rockingham	1
Chatham	4	Jackson	1	Rowan	5
Cherokee	1	Johnston	3	Rutherford	1
Cleveland	1	Lincoln	1	Surry	4
Columbus	1	Madison	1	Union	2
Craven	2	Martin	1	Vance	1
Dare	1	McDowell	1	Wake	5
Davidson	2	Mecklenburg	8	Washington	1
Davie	1	Mitchell	1	Watauga	2
Duplin	1	Moore	1	Wayne	8
Durham	4			Wilson	1

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The hundreds of businessmen who took time to contribute opinions on the vocational aspects of public education.

The high school students who studied the problems of the schools, wrote essays on these problems, and who—in the process—renewed the faith of the Commission in the young people of today.

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"If this crusade for better public schools is to be of lasting benefit to the children of this State, then the active concern of all and the participation of thousands are absolutely essential.

"I call on all citizens of North Carolina to look now at the public schools in your communities. Look at them objectively and critically, study them, and formulate ideas on how they might be improved."

* * *

"If we love our children—and there is no question of that—then we must see that they are provided with the opportunity to attend schools which encourage them to find and develop their best abilities. This is absolutely necessary if our young people are to find their proper places in this world of rapid change and increasing opportunity, and if they are to become the responsible citizens we so urgently need."

—Governor Dan Moore, *Remarks*, Governor's Conference on Public Education, Raleigh, North Carolina, August 25, 1967.

In case of questions or need for further information, please contact the Governor's Office, State of North Carolina, Raleigh, North Carolina. Also available upon request: *"A Child Well Taught!"* (a condensation of this report) and a fact sheet on the Commission's findings.